

Local Government SERVICE

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BEVERIDGE
PLAN AND
THE L.G.O.

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THREEPENCE

FORWARD TO 1943!

A New Year Message from the President

A YEAR ago, in attempting in these pages to assess the record of 1941, I said that, while none of us would regret its passing, we could all look back on it with pride. The same words are true of 1942—save that, this time, we have more than pride to strengthen our forward glance; we have resurgent hope as well. As the Prime Minister has so well said, “the bright gleam has caught the helmets of our soldiers and warmed and cheered our hearts.” We can continue the struggle confident that, whatever dangers, whatever trials, whatever further outpourings of “blood and toil, and tears and sweat,” lie ahead of us—and we know they will be many and great—the goal is now, if not in sight, at least within our capacity to attain.

Considered in the perspective of this world conflict, the affairs of our own Association appear trivial indeed. Yet it, and the 120,000 members of which it is composed, have continued to play a part of which we may all be legitimately proud. Well over 30,000 of our colleagues are serving in the Forces, at home and abroad. More than 500 have given their lives; to them we offer our homage and the pledge of our ambition to prove worthy of their sacrifice. More than 300 languish in prison camps in enemy and enemy-occupied countries—though languish is an inappropriate term when we read of ardent groups of prisoners sending home for books and study courses, organising discussion groups, and even conducting professional examinations behind the barbed wire of their gaols. “This is a vast change and not one that I particularly appreciate,” writes one—a former branch magazine editor and public relations correspondent—now in an Italian prison hospital. “Nevertheless, my NALGO branch training stands me in good stead. I am, more or less, entertainments secretary, getting up mock Parliaments, mock trials, and so forth. I am also editing the hospital journal, as well as doing ‘staff work’ in the hospital office. I’m busting for home news. Whitleyism, LOCAL GOVERNMENT SERVICE, public relations, etc.”

To men like these we offer our admiration and sympathy, combined with such home news and material comfort as we can supply, and the pledge to keep their positions and careers secure until they return. More than 300 are missing; of these we can only hope that they may yet return. More than 200 have received awards and commendations for deeds of outstanding heroism, skill, and devotion to duty, in battle on land, at sea, and in the air, as well as on the home front. To them we offer our sincere congratulations.

To all our members serving in the Forces or in other branches of the national effort away from their peace-time offices we can give the assurance that the Association is working

continuously to protect their present interests, to safeguard their future, and to maintain a local government service in which they can look forward to a useful and satisfying career

gather the fabric of NALGO, and it is vital to the strength and future of the Association that it should be used to fullest advantage.

Possibly the Association’s greatest single achievement of the year was its victory in the “Bolton Case” before the House of Lords. The Judgment there obtained, depriving local authorities of their long-cherished power to treat staffs as they please, and establishing the right of local government officers to submit disputes with their employers to a national tribunal, will prove historic. Already, as a result of it, hundreds of officers in the Forces who had hitherto received nothing from their authorities, are having their service pay supplemented, while many members are receiving better cost-of-living bonuses than they had before. Though the National Arbitration Tribunal will not solve all our problems, the Bolton Judgment has taken us a long way along the road towards their solution.

We have further strengthened during the year the machinery of Whitleyism and although—through no fault of ours—that complete, nation-wide system of collective bargaining for which we have striven so long still falters, the prospects are more hopeful than they have ever been. We now have a Provincial Whitley Council for every part of the country, while 56 out of 83 county boroughs, 161 out of 309 non-county boroughs, all 28 metropolitan boroughs, and 293 out of 475 urban district councils are direct partners with us in the Whitley system. Only among the county councils and the rural district councils do majorities still stand outside—and they are coming in steadily increasing numbers. Though progress has been slower than many of us hoped it would be, particularly with the Associations of local authorities, it is nevertheless sure, and I am confident that the day is not far distant when we shall see every local authority in the country, with its appropriate association, taking its proper place in the Whitley system.

Limitations of space forbid detailed mention of the many other achievements of the Association in the field of salaries and service conditions, cases brought to arbitration, legal defence of members, public relations, or of the continued progress of its ancillaries—the insurance section, the Approved and Provident Societies, the Building Society, and the Benevolent and Orphan Fund. Of the ancillaries it is enough, perhaps, to say that all are in much healthier condition than any would have dared to hope they would be after three years of war. The Benevolent and Orphan Fund, indeed, is in the, for it, almost unprecedented situation of possessing a surplus to set aside for the more difficult conditions which are likely to follow the war. In part, this is due to the fact that increased wartime employment has reduced the number

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on their return. It will not be easy for the man who has fought the enemy at 400 miles an hour five miles high, pursued him through the desert in a tank, stalked him through the sea in a submarine, shattered his ships with a naval gun, or assailed his coasts by beach craft or parachute, to return to the humdrum routine of an office. Yet perhaps the routine will not seem so humdrum, nor the work so lacking in drama, even to the returning Commando. Great things are moving in this island as well as on battlefields in and over the sea. There are enemies to be fought at home as well as abroad—the enemies of want, of sickness, of squalor, of ignorance, of idleness—in the war against which the returned local government warrior will find himself again in the front line. We are now sharpening our weapons for those new battles, in which our colleagues from the Forces will find full use for those qualities of discipline, courage, and initiative their military service has developed in them.

Of the Association’s achievements in the past year this journal has provided a full record, despite wartime restrictions on the space it can accord them. In mentioning LOCAL GOVERNMENT SERVICE may I, incidentally, appeal to all members, whether at home or in the Forces, to read it regularly and closely? It is particularly nowadays when it is difficult to hold branch meetings, the most important medium of contact we have, providing the cement which holds to-

and volume of claims made on the Fund. But in part, also, does it result from the magnificent efforts of branches and members who have refused to allow wartime difficulties and competing claims to check in any way their enthusiastic determination to maintain and even to increase their contributions. This is a remarkable achievement, worthy of the highest praise.

The General Secretary

Amid all these successes and achievements, we have to record one grievous loss. As members were briefly informed in the November journal, the General Secretary is leaving us very soon—not to the retirement he has so well earned but, as befits one of his active mind, to a difficult and important task, undertaken at the request of the Government.

Though we rejoice in the great honour that has thus been conferred upon him and, through him, upon the Association as a whole, we deplore his departure. Mr. Hill has given the best of his life to N A L G O. For nearly 34 years he has directed the affairs of the Association with a selfless devotion. Starting, in 1909, with no more than a typewriter, a few sheets of notepaper, and a postal address—not even an office—he has built up the Association from a membership of 10,000 to one of 120,000, from a grouping of a few local municipal officers' guilds to the great and powerful organisation it is today.

Though many others have shared in the building and development of N A L G O, no one man has played so great a part as he. To his drive, his fertile and foreseeing imagination, his grasp of the principles of efficient organisation, and his unflagging enthusiasm, N A L G O owes very largely the influence and the honourable position it enjoys today. It would be difficult to find a single successful activity upon which the Association has embarked that was not inspired by Mr. Hill—often some years before it was eventually adopted. Superannuation, Whitleyism, the development of salary and grading schemes, the internal organisation of the Association, education, public relations, national and international contacts, the Provident, Approved, and Building Societies, the holiday centres, the convalescent home—all these were either born in his brain or owed their existence in substantial measure to the energy and outstanding ability he gave to their attainment. His departure will leave a great gap in the Association—just how great we shall not, perhaps, appreciate to the full until some time after he has gone. We wish him well in his new field of activity; that he will make a success of all he undertakes we are assured.

Association's Forward View

It is largely due to Mr. Hill that, amid all the heavy preoccupations of war, the Association has not been content—as it well might have been—to ship its oars and drift with the stream, doing only what was necessary to maintain its course. On the contrary, and despite the absence of some of its most active members, it is today rowing with a more determined purpose than it has ever shown towards the objectives it has set itself.

On every hand we see evidence of that progressive spirit and forward view. Most notable evidences—both largely stimulated by this journal—are to be seen in the work of the Reconstruction Committee, covering the future of local government as a whole, and in the close attention which has been and is being given by branches, district committees, and the National Executive Council, to proposals for the reorganisation of the Association itself, designed to keep it in tune with the swiftly changing needs of the times. In both these activities is apparent that mental

ferment which, combined with the desire for change and the determination to build better, is so common and so productive a by-product of war—the mind's compensation, perhaps, for the destruction everywhere so evident.

In national and international affairs, in the field of local government and the social services, and within the narrower confines of our own Association, we are entering a period of rapid change and expansion. Every present indication points to an enormous development of the range of public administration, which will call for the most vigorous training, the most intelligent vision, and the most capable technique on the part of the men and women

DEATH OF "FOUNDER OF NALGO"

Sir Herbert Blain

With the death of Sir Herbert Blain, C.B.E., on December 16, NALGO has lost the man who had more claim than any other to be described as its founder and who, throughout the Association's critical early years, was one of its outstanding leaders.

Born at Liverpool in 1870, Sir Herbert—then Mr. Blain, entered the transport department, becoming principal traffic assistant, and taking a prominent part in the work of the Liverpool Municipal Officers' Guild, probably the first organisation of local government officers to be established outside London, where there had been a municipal officers' association since 1894.

Coming to London in 1903, as transport manager at West Ham, Mr. Blain founded the London Association on the point of disbandment, following the failure of its efforts to get a Superannuation Bill through the House of Commons. Superannuation was then the one burning topic among local government officers, and Blain, realising that only a national organisation could hope to attain it, entered into collaboration with Sir Homewood Crawford, then city solicitor. On July 29, 1905, they called a small conference of representatives of ten local associations, and it was at that conference that NALGO was born, with Blain as its first chairman—a position he held until 1909.

Within a year of its formation the Association had a membership of 8,000 (with subscriptions ranging from 1½d. to 5d. a year!), had drawn up its rules and constitution, and had begun the preparation of its first Superannuation Bill.

As the Association grew, so its aims expanded. In 1909, Blain and the general secretary—who had been appointed in that year—drew up the syllabus for the first NALGO examinations, thus laying the foundation for "the greatest impact made in this country upon the teaching of the historical and cultural aspects of local government and the re-orientation of public opinion in relation to public administration."

Blain left local government in 1913 to join the London Underground Railways and London General Omnibus Company, in which he served as operating manager from 1914 to 1921, and as assistant managing director from 1921 to 1924. In the latter year he became principal agent of the Conservative Party, a position he held for three years. He was also founder and vice-president of the London Safety First Council, founder and past president of the National Safety First Association, an honorary life member of the Institute of Transport, and an ex-member of the Technical Committee on London Traffic. He was made a C.B.E. in 1921 and was created a knight in 1925.

At the memorial service held at St. Peter's, Eaton Square, on December 21, the Association was represented by Mr. L. A. Garrard, junior vice-president and Mr. L. Hill, general secretary.

engaged in it. And, as local government officers will need to undertake novel and difficult tasks, so will NALGO need to revise its conceptions, its activities, and its organisation. A great future, in our careers and in our Association, is opening before us, presenting unequalled opportunities of public and personal service for the common good. Let us, then, equip ourselves for that future and march towards it together "the bright gleam on our helmets," heads and hearts high, our courage and our inspiration confirmed by the records and achievement of the past. Forward, to 1943!

Edwardstead

Local Government on the Air

LISTENERS to that admirable B.B.C. discussion programme, "Westminster and Beyond," which has just concluded, will, we are sure, wish to congratulate Mr. W. O. Dodd, deputy town clerk of Brighton and a member of the National Executive Council for the South-Eastern district, on the excellent way in which he put the case for local government in the penultimate broadcast on November 30. Despite the appalling difficulty of having to attempt, with three others—a councillor, a countryman, and one of the joint leaders of the series—to "cover" local government in 25 minutes, Mr. Dodd showed that he possessed a good broadcasting style and "got across" some useful points. We liked, in particular, his short but telling illustration of the way in which local government enters into every detail of the citizen's daily life, his criticism of the average municipal election address promising lower rates and better services, and his emphasis on the need for much more effective civic education in the schools. Mr. Dodd's stress on the need for better education of the electorate—which is, in effect, NALGO's public relations' policy—was endorsed by the other speakers, and has, in fact, been the *leit-motif* of the whole discussion. We trust that the B.B.C., the Ministry of Information, the Board of Education, the local authorities themselves, and all other interested bodies and persons, have noted it and intend to do something about it.

Skirts or Slacks?

THE justice of one point made by Mr. Dodd—the triviality of much of the debating at council meetings: "the council will, without debate, pass a scheme for, say, half a million pounds on new sewage, but they may spend a solid hour debating whether the girl clerks may wear slacks or skirts"—was given amusing confirmation only five days after his broadcast, when Twickenham borough council did in fact devote a substantial period of its meeting to this very question. The debate, in which, the local paper tells us, "many aldermen and councillors spoke," produced the usual crop of inanities and irrelevancies of which, perhaps, the best were a woman councillor's comment that women won the vote when wearing picture hats, long skirts, and muffs and, by inference, should therefore go on doing so, and an alderman's confession that, having worn a kilt, he knew that trousers were more comfortable than skirts. In the end, the council referred back a recommendation that the wearing of slacks be forbidden—though what it has to do with local government in Twickenham we fail to understand.

Battle of the Bombs

WE have long felt the need for an authoritative, factual record of those epic days and nights of 1940-41, when local government officers all over the country left their desks to fight the enemy on their doorsteps. We published in these columns some fragments of that great story, and the N.E.C. considered whether NALGO should not sponsor a fuller account, but was forced by practical difficulties to abandon the idea. Now, however, the Ministry of Home Security has done the job itself.

In "Front Line," published by H.M. Stationery Office at 2s., it has provided us with a brilliantly written and superbly illustrated story of the way in which Britain met and defeated the bombers' assault. Though some may feel—as we do—that inadequate credit has been given to local government's share in the fight, there was no doubt inevitable in what was designed as "a narrative of action, not an account of organisation." Later books will, no doubt, deal in greater detail with the work of the local authorities. Sheffield, indeed, has already prepared its own record, for publication after the war, while we have seen the manuscript of an admirable account, to be published soon, of the experiences of an East London borough. "The Blitz" will not be forgotten.

WHITHER PUBLIC UTILITIES?

By J. H. WARREN, M.A., D.P.A.

In this, his second article (the first appeared last month), Mr. Warren reaches the conclusion that public utility services should remain in the hands of local authorities, but that some form of Provincial Council should be created to ensure the planning, co-ordination and co-operation over wide areas which are the most essential needs of these services to-day.

IN my first article, published last month, I traced the growth of the public utility services to their basic form of local monopoly, undertaken either by the local authority or by regulated private enterprise. The areas undertaken were (generally speaking) the towns, large or small. Until the end of the last century the only area problems raised were the minor ones caused by urban outgrowth, which could be met by granting powers to existing undertakers to supply added areas. In the opening years of the new century, however, technical advance raised area problems of a major character in two services, namely electricity and transport, and led eventually to measures under which some of the functions involved in them passed into the hands of national agencies.

The first developments of this kind were in the field of electricity supply. The areas undertaken under the Act of 1882 were satisfactory only so long as electricity was used for no other purpose than lighting and the feasible limits of generation and main transmission were commensurate with the few square miles represented by the average town. Electricity, however, rapidly became an industrial motive power capable of transmission over hundreds of square miles. The scale on which it could be generated was also immeasurably enlarged. To continue to generate in a number of small stations became manifestly wasteful, not only because a large station was more economical in the use of fuel, but because it saved enormously in plant as compared with a number of small stations each of which (since electricity cannot for supply purposes be stored), must carry enough plant to meet "peak" load. It became manifest that the availability of cheap and abundant supplies must depend upon large-scale generation and the enlarged scope for main transmission.

The "Power Company"

Parliament took the first step to meet the new conditions by passing the Lancashire Power Act of 1902, after a stiff Parliamentary fight. This Act authorised company supply of current for power purposes over an area of about 1,000 square miles. Followed, as it was, by similar Acts passed in the next few years for other industrial areas in the country, it created a new type of supply unit, namely the "power company," supplying in bulk to existing private or municipal undertakers in its area, and capable of being authorised to "retail" direct to consumers on the same footing as an ordinary "electric supply company" in areas not already undertaken. Once this means of meeting the new circumstances had been decided upon, it was manifestly impracticable for the compulsory purchase powers given to local authorities by previous legislation to be exercised over portions of the one power undertaking by the numerous local authorities in its bulk-supply area; and the power companies were therefore exempted from the compulsory purchase provisions and given an indefinite franchise. Some of them, however, were made subject to the sliding scale for price and dividend, which, as we have seen, was evolved in the sphere of gas regulation. The establishment of the power companies was the first check

which the policy of municipalising local utilities had suffered since the middle of the last century; and it was caused by the lack of any machinery which the structure of local government could provide for large-scale generation and main transmission.

The power legislation, important and extensive as were the areas to which it was applied, still represented only a patchwork upon the industry as a whole, the organisation of which grew more and more unsatisfactory as technique made stride after stride. The position was at long last reviewed by the Board of Trade Committee on Electric Power Supply in 1918. Its report described very fully the extent to which generation was based on small-scale units involving high capital and running costs, and supplies given on varying systems, frequencies, and pressures, which had precluded concentration of generation and the development of any system of large-scale transmission.

Enter the "Grid"

The committee's recommendations were adopted by the Government and embodied in a Government Bill. This provided for the establishment of an Electricity Commission to regulate and control the industry, and to survey the technical basis of re-organisation. It directed the Commissioners to divide the kingdom into technically suitable areas, in each of which a Board would be established, to purchase all existing stations, whether of municipalities, supply companies, or power companies, to be responsible for future generation, either by linking existing stations or providing new ones, and to be responsible for main transmission. Existing undertakers were to retain their powers of retail distribution within their own areas. Parliament did not pass the clauses providing for compulsory purchase by the Boards, and, in the Act of 1919 as passed, left the whole plan dependent upon the voluntary establishment of "joint electricity authorities" among groups of undertakers, private and municipal. After seven years, the Commissioners had to confess their failure to carry out the objects of the Act on this footing.

The situation was eventually dealt with by the Act of 1926. This made a different approach to the problem, apparently with the object of achieving organisational and technical reform while avoiding the ownership issue. It established a Central Electricity Board which would lay down the main transmission grid. The grid was to be supplied from large selected generating stations and these were to be chosen by the Electricity Commission on purely technical considerations, irrespective of ownership. The Board would not only own the grid, but would buy from the owners of the selected stations, municipal or private, all the current required, and would re-sell it to authorised undertakers for retail distribution, but would not supply consumers direct (railway companies excepted). An authorised undertaker owning a selected station would thus, without any change in the ownership of the station, sell its output to the grid and buy back what it needed for its own distribution, with the benefit of a protective clause providing that the price should not be greater than that at which it could have generated for its own requirements.

Armed at last with an adequate plan for solving the urgent problems of generation and main transmission, the Commissioners and the Board carried out a magnificent piece of work in completing the grid in 1933. There were, necessarily, many transitional arrangements. These still persist, and all undertakers do not draw from the grid at grid tariff rates even yet. The area problem, however, has been solved; or, rather, eliminated.

In 1936, the industry was again thrown into a ferment of controversy by the Report of the MacGowan Committee on Electricity Distribution, which sought to "rationalise" the distributive side of the industry on the basis of super-scale areas. The committee rejected the idea of Regional Boards, and recommended that "the re-organisation should be based on the retention and utilisation, where possible, of the larger and more efficient of the existing undertakings, and the absorption by such undertakings of the smaller or less efficient," and that "schemes of re-organisation should make provision for the possibility of ultimate public ownership of all undertakings, including those not at present subject to purchase by local authorities," i.e. the power companies. Rightly or wrongly, the Report conveyed the impression that the smaller undertakings were necessarily inefficient and uneconomic, and thus evoked the antagonism of the smaller undertakers, both municipal and private. It also evoked considerable local authority opposition on the ground that in many areas its recommendations implied the absorption of small and even medium-sized municipal undertakings by the large power companies. The Government announced its intention of introducing legislation on the lines of the Report, but this did not materialise. The position to-day, therefore, is that, while the question of areas has been eliminated in generation and main transmission, the distributive areas remain, not indeed what they were in the first years after the Act of 1882 (since the outgrowth of towns and the suburban development of the last 20 years have considerably enlarged them), but still substantially local.

Big Areas not Essential

Is there a case for the super-scale distributive area? If one examines costs records, one does not find much support for the view that the very large undertakers supply at noticeably cheaper rates or lower costs. The very small undertakings of a few million units definitely show high costs and prices, but the best showing is made by medium-sized undertakings round about the 10-25 million unit level. The very able P E P report on the Industry published in 1936 showed that for lighting and domestic supplies there was practically no difference between local authorities selling 25 million units and local authorities above this size, and that companies actually showed an increasing average price from the range 25-30 millions to 200 millions and over. The smaller undertakers countered the main argument of the Report by pointing to the better knowledge of the local market which the management of the smaller undertakings can be expected to have, and to the defects and frequent expensiveness of "remote control." The local authorities pointed out that,

even if greater size were advantageous in itself, the divorce of undertakings from other municipal services by absorption into larger industrial units would have many disadvantages compensating or even outweighing the benefits of increased size. The Report had implicitly regarded the larger undertakings as better capable of developing rural areas, but the smaller undertakers responded by showing that the establishment of the grid itself had made supplies technically available pretty well anywhere; that the smaller undertakers had, on the whole, a better record in rural development than the larger ones (a point also confirmed by the P.E.P. Report); and that, in any event, the urban consumer could not be expected to bear the burden of carrying supplies into rural areas, where consumers were sparse and the cost of provision was high. They suggested that rural development could be secured through an undertakers' pool, and that, if rural supplies had to be given in the national interest at uneconomic rates, the pool should be subsidised.

Advocates of the larger area sometimes invite one to look at a distribution map and note the somewhat tortuous distributive routing which has resulted from the development of the industry in its early stages on a localised basis for both generation and distribution. With a clear slate and a purview extending over a wider area, a more logical and economic routing would no doubt be possible. It is, however, pertinent to ask whether, even if enlarged distributive units were established, it is proposed to scrap the existing lay-out. On the other hand, it seems only common sense to ensure that better routing should be planned for future development, or as and when existing distributive plant becomes obsolete. Is it, however, essential to achieve a consolidation of units for this purpose? Is there not an alternative policy under which there could be planning and co-ordination of undertakings over wider areas for this and other purposes, such as more uniform tariffs, rural development, and the attainment of general standards of efficiency and service?

I draw the general conclusion that the consolidation of units for the purpose of creating super-scale distributive areas does not seem an imperative step, but that there is a need for some mechanism of co-ordination and planning of existing undertakings over wider areas, and that this is the true character of the existing area problem in electricity supply.

The Transport Battle

The next development of the kind under review occurred in the sphere of local transport, and arose through the development of the motor vehicle, and its use as an "omnibus." Until the end of the last war, there was no large development of bus services by the municipalities owning tramway undertakings, though before the war most had been considering the effects of the new form of transport on their existing tramways and the question of substitution, and some had actually obtained Parliamentary powers. The outbreak of war, however, and the concentration upon armaments and munitions which this involved, placed a ban upon the development of such projects as had been statutorily authorised.

The end of the war changed the situation entirely. The new means of transport opened up possibilities of services of an inter-town type, or of a longer range than the ordinary tramway undertaking, even to "small" operators, owning perhaps no more than one or two vehicles. The municipalities operating local tramways were precluded, in the existing arrangements of local government, from securing fields of operation very far beyond their own boundaries; and the result was that private enterprise, mostly in the form of small operators, slipped easily into the field of inter-town and suburban services. The large

municipalities began to supplement their tramway services with bus services (chiefly for "cross-town" or linking routes), and some of them secured running rights by Act of Parliament in areas beyond their own boundaries.

The situation which quickly resulted was one in which a welter of private interests fought upon a competitive basis in the outlying parts and on long distance services, and private enterprise and municipalities fought each other for the territory within and immediately outside municipal boundaries. The only public control over private enterprise was such as could be exercised by a local authority in granting the necessary hackney carriage licence. Such a licence had to be obtained from each local authority through whose area the route passed.

Government Intervenes

The danger of the roads, the unreliability of services, and the manifest waste where competition prevailed (seldom disguised more than temporarily by the "pirates" and "cream-skimmers") and, latterly, the growth of monopolies through the buying up of small operators by companies with heavy financial backing, led to an intense public agitation, which was reflected in House of Commons' questions and debates, and finally, in 1929, a Royal Commission was appointed. This Commission issued recommendations which were implemented in the Road Traffic Act of 1930. The Act gave any existing tramway undertaking general power to run bus services on any road within its own district, and, with the Commissioners' consent, outside such district. It took away the licensing powers of the local authorities, and transferred them, upon a new basis of licensing, with control over routes, fares and stages, etc., to *ad hoc* Traffic Commissions, to be set up for each of a dozen Traffic Areas specified by the Act. The main object of the Act was to impose some sort of order upon the chaos of services, and although completely unified monopolies were not contemplated, there is no doubt that the Act contemplated a system of stabilisation upon the basis of an allotment of routes to approved undertakers.

There is as yet no official survey which gives a picture of this service as it exists today following the Act of 1930. The co-ordinating functions of the Commissioners have manifestly, however, abolished the former evils of competition and achieved a substantial rationalisation of routes. Nor can it be said that the undertakers operating are any longer small. There may be areas, such as the conurbation of Manchester and the surrounding towns, where a consolidation of undertakings would secure economy in reserve vehicles and in the provision of garaging and repair facilities, but over the country as a whole the worst features of the area problem have already been dealt with by State agency.

Gas and Water Supply

No such changes as have occurred in electricity and transport have occurred in gas and water supply. There has been no general agitation for enlarged units on the ground that the larger unit is in itself more economic or efficient. For supply purposes, gas can be stored, and there is no such area problem on the productive side as has developed in the case of electricity. A gas grid is not considered feasible or expedient in any responsible quarter. There is, indeed, no evidence at all in gas supply to indicate that a large area is the optimum, and I draw the conclusion that, broadly speaking, existing local authority areas are fairly appropriate for gas supply.

The position of water supply is in some respects the same, and in others not. The large city gravitation schemes bringing supplies from far distant sources are not comparable with the undertakings making use of local supplies; but as expert opinion is agreed that a water grid on the lines of the electricity grid is not a practical proposition, and would not be

economic if it were practical, we may conclude that local supplies will continue to be used, and that to make use of them where they exist is usually the cheapest way.

This is not to say, however, that we do not need to plan the utilisation of resources, and to relate the location of water resources to the areas of demand for supplies. This is, to some extent, being done through the agency of Parliament and the Ministry of Health, who apply their knowledge of national conditions as individual undertakers come forward for development powers or sanctions for new works. This machinery could doubtless be improved, but the point is that the case for change here is not so much on the ground of consolidating undertakings to secure more economic provision, as for the purpose of facilitating conformity to central planning in the use of resources. I draw the conclusion that, in water supply, central control, with its national prospectus, must remain, but that its objects would be greatly facilitated if there were an established machinery for the co-operation of adjoining undertakings to conform with the central plan.

Need for Planning and Co-ordination

The broad conclusion to be drawn from the foregoing review is that the essential and indisputable requirements of these services lie more in the direction of planning, co-ordination, and co-operation over wider areas, than of super-scale consolidation of undertakings for operation and direct administration; and that these requirements are still outstanding in the spheres of electricity and water supply but have largely been met in the sphere of transport. If this conclusion is sound, it provides the key to future policy in more ways than one. It implies that neither nationalisation nor the merger of local undertakings into national public utilities is a solution forced upon us by existing problems, and that, whatever mechanism may be required for the functions referred to, the local authorities can keep their role of undertaker. There are many reasons why they should. Public trusts of the kind set up in recent years, lacking direct links with representative government bodies and the consumers they serve, may have been justified in the particular circumstances they were designed to meet, but they have not yet established themselves as a model for the public services of the future. Municipalisation alone has given us that form of public service which provides the close and immediate contact between control, management, and consumer, so necessary to its efficiency; and municipalisation alone can preserve the advantages of running one service in association with others under unified executive authority.

This conclusion also dispenses with any alternative policy of consolidating undertakings over super-scale areas under joint boards which would own and operate the consolidated undertakings. One may well deem such a plan impossible without a definite national decision on the ownership issue, but even if the nation pronounced for complete public ownership, the characteristic virtues of municipalisation would be equally lost in such an arrangement. Indeed, if the solution of Joint Boards for consolidated undertakings were accepted in all the cases in which it has been put forward, in utility or purely local government services, we should lose the substantial measure of unified control which the existing structure of local government has undoubtedly achieved (whatever shortcomings it may still have) in a new welter of unco-ordinated *ad hoc* authorities.

Finally, our conclusion not only implies that local authorities can retain their undertakers' role, but indicates the lines on which they can and should do so. Undertakers must combine to form over suitable areas a machinery for the functions we have referred to, namely,

How The BEVERIDGE PLAN AFFECTS YOU

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A FEW months ago there appeared in these columns a Memorandum of Evidence presented by the National Executive Council of NALGO to the Beveridge Committee and a leading article on the N.E.C.'s proposals. In this article, reference was made to the Atlantic Charter, and these words from a speech by President Roosevelt were quoted: "In the future days we seek to make secure we look forward to a world founded upon four essential freedoms... the third is freedom from want."

The monumental report written by Sir William Beveridge on the Social Insurance and Allied Services is dominated by this idea of freedom from want; indeed, the whole theme and purpose of the report is the abolition of want.

The arguments advanced in the Press by some opponents of the scheme would lead one to suppose that the abolition of want by the redistribution of wealth was something quite novel in this country. Yet it has been part of the laws of England since the time of King Ethelred and possibly earlier than that.

It is interesting to recall that the principal proposals made by NALGO to the Committee were:

1. A National Social Security Insurance Scheme, covering sickness, unemployment, industrial accident and disease, widows', orphans', and old age pensions.
2. One inclusive contribution by one stamp.
3. One administrative point in each local authority administering the scheme.
4. No exceptions from insurance.
5. Contributions shared between employee, employer, and State, with no income limit.
6. Universal flat rate of benefit above the subsistence level.

It would be fatuously conceited, if not impertinent, to suggest that the evidence placed before the Beveridge Committee by the N.E.C. at a late stage in its deliberations was anything other than support of a policy which doubtless the Committee had, by that time, adopted. Nevertheless, it is a matter of gratification that Sir William's Report does not differ in these important principles from the proposals of the N.E.C. (excepting as to the administration of the new scheme by a Ministry and not by local authorities).

Talks have been heard over the wireless, detailed summaries of the Beveridge Plan have appeared in the Press; indeed, the headlines from the war fronts were for a time relegated

to the back page, and this in the midst of the greatest war in history. Why? The Beveridge Plan is certainly not something for nothing, it is not even ninepence for fourpence; moreover, it cannot, in any sense, be immediately effective. In the closing passages of the Report, Sir William puts his finger on the reason why the common man welcomes the plan at the present time. "The purpose of victory," he writes, "is to live into a better world than the old world; that each individual citizen is more likely to concentrate upon his war effort if he feels that his Government would be ready in time with their plans for that better world."

The essence of the Plan is the redistribution of wealth, to be effected by the payment of benefits from a self-contained insurance fund, not, be it noted, wholly derived from general taxation, but built up by weekly contributions from employers and employees, together with a State grant. Since 1601, when the celebrated Statute of Elizabeth provided that the overseers in each parish should raise by taxation of every inhabitant such sums of money as they deemed fit towards the necessary relief of the poor, there has grown up, chiefly from the desires of the people themselves, many different forms of insurance to avoid the necessity of applying for Poor Relief. Those officers more directly concerned with public assistance will testify that no change of name from guardians to public assistance, or from public assistance to public health, has eradicated the in-born repugnance felt by the great mass of the people toward State aid, and from this point of view alone there are few who will regret the passing of this system. It is true that the Beveridge Report admits that a section of the community is bound to slip through the meshes of the insurance scheme and that for these, therefore, there must be a form of State assistance. But if the general acclamation and support from all sections of the community is any criterion of the extent to which Parliament will implement the Report, then the numbers who will receive assistance not as of right, because they have contributed, but from the exchequer, will be negligible.

WHITHER PUBLIC UTILITIES?

(Continued from preceding page)

planning, co-ordination, and co-operation. In what form, and over what areas?

Granted that central authority would form or promote "schemes" for such purposes in each service, the area machinery to apply them must be built up by the undertakers as such, whether public or private. The areas needed for these purposes may have to be decided, transitionally at any rate, by the area configuration of neighbouring undertakings in each particular service. It is highly desirable, however, that such areas should be related in some way to the areas for general local government purposes; and I believe that it is possible for this to be achieved, perhaps only in part in the immediate future, but more fully later on, and that steps should be taken now to achieve it. This latter consideration involves some reference to a conception of the local government structure of the future. I favour that principle of unifying the whole of local government services in each area which has led in other quarters to the conception of a "single all-purpose authority" as the unit for the future, but I feel that no one area can be achieved for all services and all purposes (planning and layout as well as direct administration) which would not be too large, either on administrative grounds for some services or as precluding effective electoral representation and control. I believe, therefore, that in the case of such services as major hospitals and institutions, major highway developments, schemes for main drainage, etc., we shall have to contemplate the erection of Provincial Councils, representative of the primary units. The primary authorities will act for all purposes of local provision and administration but not for planning and layout of these outsize services. The Provincial Councils will plan the provision of these services over the wider area by one or other of the primary authorities. A further main function of such Councils must be Town and Country Planning in the fuller sense in which it is bound to develop after the war, extending to the achievement of a balance between town and countryside, the siting of industry, and housing areas.

It seems to me that the layout of public utility services will necessarily be bound up with these processes of planning over Provincial areas, and also in the lay-out of local government services over these wider areas.

I therefore believe that the *ad hoc* undertakers' groups which will have to operate schemes of public utility co-ordination, etc., will necessarily have to be linked in some way with the Provincial Councils for local government and Town and Country Planning purposes. The role of these Provincial Councils will, however, be rather different in relation to public utility services from the role they will have in the "ordinary" local government services. In the latter, they will be dealing with services of local authorities as such (of which they will be representative). The public utility services will still partly be in the hands of private owners. While, therefore, *ad hoc* undertakers' co-ordinating groups for the public utilities will, under central direction, be the actual instrument by which the undertakers will concert their activities to the area plan for co-ordination in these services, the provincial local government authorities (who would likewise in the matter of Town and Country Planning be subject to the national planning Ministry) should represent planning needs to the undertakers' groups, the Provincial Councils should also, in their relation to the public utility services, fulfil the role of consumers' councils, representing the broad requirements of the provincial area from the consumers' point of view to the undertakers' groups. We should thus parallel, at the level of planning and co-ordination, the close contacts between the consumers and undertakers which local municipal operation already secures and which would continue at the operative level. The suitability of such a scheme of all-purpose administrative plus Provincial (planning and co-ordinating) Councils to fully municipalised public utility services, should be obvious, should this policy eventuate. The role of the Provincial Councils would be the same as in other services and we should stand some chance of the one Provincial Council performing its function for all services within its purview over the same area.

The provincial areas I contemplate are not the industrial regions, or the Civil Defence regions, but units considerably smaller, determined by planning characteristics and the relations of adjacent communities, e.g. the larger conurbations and areas such as have already developed community of interest in adjacent geographical counties.

Want "a Needless Scandal"

Before proceeding to a close examination of the six principles enunciated by the Report, some reference must be made to the cogent arguments that the Scheme is a redistribution of wealth, that it can be afforded, and that it will not, as some of its critics have argued, result in a failing of the spirit of adventure or a lack of initiative or personal responsibility. Sir William himself states that the plan is, first and foremost, a method of redistributing income and of providing a national minimum above which prosperity can grow, with want abolished. He points out that social surveys made by impartial investigators have disclosed that want could have been abolished before the present war by a redistribution of income within the wage-earning classes, without touching any of the wealthier classes. Want was a needless scandal, due to not taking the trouble to prevent it; and its abolition was easily within the economic resources of the community. Further, the real wages of labour were, in general, about one-third higher just before the war than they were in 1900, for an hour less of work each day. Yet, notwithstanding this general prosperity and rising wages, want was not eliminated.

There is, in this regard, an interesting feature of the new plan, that contributions should not be reduced in times of prosperity and increased in times of depression, but that the reverse might take place. At the least, they should remain static, thus making it possible to build up the Insurance Fund in times of prosperity to meet the greater demands by way of benefit and the falling off in contributions by reason of unemployment in times of depression.

Anything that would tend to stabilize the waves of prosperity and depression would be a marked advance on the old system, which tended, in times of depression, to throw a greater burden on the taxpayer and the ratepayer when he could least afford it, and, in times of prosperity, to reduce such burdens when he could most afford to bear them.

Finally, in two ways will the plan tend to maintain initiative, the spirit of adventure, and personal responsibility. First, subject to and fortified by the minimum, full and free scope is left to all, employees, employers, and State alike, to increase personal wealth; second, by making direct personal contribution, each individual has a direct responsibility towards the Fund.

The scheme of social insurance embodies six fundamental principles, set out in paragraphs 303 to 309 of the Report:

1. **Flat rate of subsistence benefit.** It should be noted that, whereas certain figures are suggested, it by no means follows that these figures are final, or that they cannot be varied according to the national prosperity from time to time.

2. **A flat rate of contribution, irrespective of means.** Persons with larger means will, however, in effect, pay a higher contribution to the extent that they pay higher taxes. There is one small exception—a graduated levy on employers in those industries which involve higher risks, in proportion to the risks.

Preserving the "Local Touch"

3. **Unification of administrative responsibility.** This principle, as the two foregoing, is in accord with NALGO's own policy, but whereas NALGO advocated social security departments of local authorities, the Beveridge Report adumbrates a Ministry of Social Security with local offices within the reach of all insured persons and acting at all points in close co-operation with representatives of the communities they serve. None of the associations of local authorities supported NALGO's view, except the Scottish associations. Sir William concedes the underlying principles of NALGO's proposal, that local knowledge should be preserved and the intimate touch with local problems and circumstances maintained, but states that these can be secured without making the officials servants of, and subject to the control of, the local authorities. Upon that there can be two opinions—and it may be pointed out that, in the absence of any specific proposals in the Report suggesting how this "close co-operation with representatives of the community" may be brought about, it is not easy to see how the representatives of the community (whatever this may mean) can bring day to day pressure to bear upon the local officers of a national ministry to administer the scheme according to purely local circumstances.

4. **Adequacy of benefit.** It is proposed that the flat rate of benefit shall be sufficient, without further resources, to provide the minimum income needed for subsistence in all normal cases, and shall be continued indefinitely without means test.

5. **Comprehensiveness.** The insurance should be comprehensive in respect of both the persons covered and their needs, and it is pointed out that if any need which, like direct funeral expense, is so general as to be a fit subject for insurance by compulsion, social insurance is much cheaper to administer than voluntary insurance. It could here be observed, however, that, since the compulsory insurance envisaged aims at providing a minimum only, there remains a wide field for private insurance providing more substantial benefits for those who want more than the minimum, and are willing to pay for it.

6. **Classification.** This is the adjustment of insurance to the differing circumstances of each

of the six classes into which the people of Britain are divided, namely (i) employees; (ii) others gainfully occupied; (iii) housewives; (iv) others of working age; (v) those below working age; and (vi) those retired above working age. The sixth class is to receive retirement pensions, and the fifth will be covered by children's allowances which will be paid from the national exchequer.

Local Authorities' Part

It is not proposed to transfer from local government institutional treatment and the organisation and maintenance of services connected with social welfare other than assistance by cash, or equivalent, payment.

"The abolition of the Poor Law," states the Report on this point, "will still leave in the hands of local authorities the important and growing task of organising and maintaining institutions of various kinds, for treatment and welfare. In view of the increasing number of old persons, there is probably considerable scope for experimentation with the development of services concerned with the recreation and welfare of the old, including special housing facilities. The domiciliary poor law medical service will presumably be merged into the comprehensive health service which is Assumption B of the Report; and in which local authorities will continue to play a very important part. Local authorities also will have a vital part to play in the other fields of social welfare, such as housing, education, and the recreational and cultural services. But these services will not be provided as part of the Poor Law. The Poor Law Code will, it is proposed, be abolished. The many-sided activities of local authorities in relation to social security will be organised either as part of the different main social services under the appropriate committees for public health, education, and so forth, or under a special social welfare committee concerned with or co-ordinating such cash-aid functions as rent rebates, or cheap or free school meals, to which a single means test would be applied. . . . But one thing is clear: there will be need for continuous and friendly collaboration between the proposed Ministry of Social Security and the local authorities. Both central and local government have in their different ways a contribution to make to the future security and welfare of the people of this country."

Superannuation—and Compensation

NALGO presented two other points directly affecting local government officers to the Beveridge Committee:

1. **Pension schemes should continue to operate.** On this the Report states: "No special action by the State is called for in this matter except that of making its own development of compulsory insurance for retirement gradual, so as to give time for any necessary rearrangement of occupational and voluntary schemes." It is likely that NALGO will be called upon at no distant date to decide what, if any, rearrangement of the Local Government Officers' Superannuation Act will be necessary should the Beveridge plan, or something approximate to it, pass into law.

2. **Adequate compensation should be provided for local government officers losing their employment as a result of the changes which would follow implementation of the Report.** On this the Association submitted a comprehensive memorandum. The Report expresses the view that, although ultimately the total numbers of staff will tend to fall, at first the number required in the new Ministry is likely to be comparable to that now employed in social insurance and allied services, including local government. It adds, however: "As some changes are inevitable, it is essential that, in making these changes for the common good, the community should do justice to those whose livelihoods are affected by them."

Finally, it is necessary to mention the

three great Assumptions underlying the plan. The first is the payment of children's allowances. The Report recognises that a national minimum for families of every size cannot, in practice, be secured by a wage system, and that, notwithstanding the rise in real wages in the years before the war, the want which remained was almost wholly due to two causes, one of which was large families. Children's allowances, therefore, are an essential part of the scheme, and must be paid whether the parent is earning or not.

The second Assumption is that there must be comprehensive health and rehabilitation services. On the health side, the Report follows very closely the definition of the objects of medical services proposed by the Medical Planning Commission of the B.M.A.:

(a) To provide a system of medical service directed towards the achievement of positive health, the prevention of disease and the relief of sickness; and

(b) to render available to every individual all necessary medical services, both general and specialist, and both domiciliary and institutional."

If this assumption is to be brought to pass, then there will unquestionably fall upon local authorities more work than will be taken from them in the administration of cash assistance payments, and the scope of their duties is likely, therefore, to be enlarged, rather than, as would appear at first sight, to be restricted. The fact that local authorities of this country can, and do, provide institutional and health services unsurpassed elsewhere needs no emphasis. This particular aspect of social security is not dealt with in any detail as are other aspects of the scheme and, although this will be regretted by the local government officer, the principles enunciated will be widely approved by officers and public alike.

The second part of Assumption B, the rehabilitation services, is similarly dealt with somewhat sketchily. Rehabilitation is defined as "the continuous process by which disabled persons should be transferred from the state of being incapable under full medical care to the state of being producers and earners."

Planned Economy Essential

The third Assumption is that the State will take active measures to maintain employment and prevent mass unemployment, and the Report gives five reasons why this is essential to a satisfactory scheme of social insurance. It is obvious that avoidable unemployment is wasteful in the mass and demoralising in the individual. In considering its own memorandum on the subject, NALGO's N.E.C. was definitely of the opinion that any comprehensive scheme of social insurance was inexorably dependent upon a planned post-war economy and the obviation of large-scale continuous unemployment.

Sir William Beveridge is an idealist, but it must be remembered that great schemes of practical national administration and economy—notably the foundations of our present food rationing scheme—stand to his credit. Whatever the outcome of the Report may be, he has done a great service by translating some of the mysteries of economics and finance into terms the man in the street can appreciate. If for no other reason—and there are, of course, many other reasons—the whole Report is well worth reading for the manner in which the writer has enunciated the great gulf fixed between ourselves and our enemies. "The proposals are a sign of the belief that the object of Government in peace and in war is not the glory of rulers or of races, but the happiness of the common man. That is a belief which, through all differences in forms of Government, unites not only the democracies whose leaders first put their hands to the Atlantic Charter, but those democracies and all their Allies. It unites the United Nations and divides them from their enemies."

NALGO "BRAINS TRUST" ANSWERS 271 YOUR QUESTIONS

Should local government have a staff college and exchanges of duty with the civil service and industry? Would "works committees" benefit administration? Should branch officers represent members when local authority establishment committees consider staff questions?—These are the problems dealt with by the "Brains Trust" in a stimulating session this month.

A Local Government Staff College?

1. In its recent recommendations on civil service reform the Select Committee on National Expenditure suggested the establishment of a staff college for civil servants; and Sir Warren Fisher, in an article on the same subject, advocated regular exchanges of duty between civil servants and local government officers and between civil servants and business executives. Does the "Brains Trust" consider that similar plans would be of value for the local government service—i.e. a local government staff college (or a joint staff college with the civil service) and regular exchanges of duty between the local government service, the civil service, and the personnel of trade and industry?

—L. G. O., Leeds.

MR. HILL.—This isn't a question, it is a subject for a treatise. Trying to answer it as a question, I would say let us have a training school where the promising administrator can learn something of the technique of organization. Some day we shall realize that the most important person in any walk of life is the administrator, the man who knows how to put into practice the basic principles of organization.

MR. MILES.—But would the scheme be practicable? At our session in November we agreed that potential local government administrators should be given opportunities for study and exchange between authorities. While I agree that we should obtain as wide an experience as possible, there simply is not time for all potential administrators to do their day-to-day jobs and study at universities and staff colleges.

MR. NORTON.—Surely it depends entirely on the type of college. I'm a hardened sceptic about the value of courses of general study on the history of public administration, economics, parliamentary law, and so forth, in fitting a man for a particular job in local government. I would rather have a relieving officer who knows the present law and practice of public assistance inside out than a man who can write an essay on the origin of the poor law, but isn't too sure of the existing regulations.

If the idea is to cram local government officers with a variety of general knowledge, count me out. On the other hand, a college could be founded with a separate section devoted to each type of local government work, to which suitable officers would go for regular brief refresher courses, at which they would hear the latest and best methods of solving their current practical problems discussed by men who had reached the top of the tree—and preferably were still in it. I don't want to be taught the theory of elective government or the law of public finance—but as an employee of a transport department, I would welcome an opportunity to learn about transport finance, transport law, transport economics, from men who hold high office in the transport world—public or private.

MR. METCALFE.—I don't think you're right there, Norton. I have always deplored the watertight compartment complex so prevalent in the service. Most of the services administered by the local government authority are inter-related. I would support any proposal likely to widen the experience of local government officers, particularly the younger men, in the various functions of local and central administration. The NALGO summer schools were invaluable, though too brief. We want something more permanent and—

very important, this—every encouragement and opportunity for the young officer to secure the widest possible knowledge of the structure of government. Many young fellows come into the service, become more or less expert in their own particular jobs, and have little or no knowledge of other departments.

For its fifth session, the "Brains Trust" consists this month of:

- F. H. HARROD, Director of Education at Coventry, and Chairman of the N.E.C.
- H. ALLEN, Senior Clerk, Treasurer's Department, West Riding C.C., and Chairman of the N.E.C. Service Conditions and Organization Committee.
- H. NORTON, Assistant Claims Superintendent, Transport Department, Sheffield; Chairman of the Sheffield Branch; and a member of the Yorkshire District Committee.
- T. J. METCALFE, Inspector of Weights and Measures, Smethwick; Secretary of the Smethwick Branch; and former Secretary of the Brighton branch.
- M. J. MILES, Education Department, Coventry; and Editor of "Camera Principia," the Coventry branch magazine.
- Miss M. HOWIE, Transport Department, Glasgow, and a member of the Executive Committee of the Glasgow branch; and
- L. HILL, General Secretary of NALGO.

The "Brains Trust" is prepared to answer, to the best of its ability, questions of all kinds dealing with Association policy, plans, organization, history, and objects. Questions (which may be submitted over a nom-de-plume, but must be accompanied by the name and address of the sender, as a guarantee of good faith) should be sent to the Editor at 27, Abingdon Street, Westminster, London, S.W.1.

MR. MILES.—While I agree in principle, I do suggest—without disrespect—that departments could spare chief officers more easily (for a short time, of course) than those subordinates who have more routine work to do, and who, if they were absent, would need a deputy to "carry the baby" (chief officers already have their deputies). Short courses at a joint staff college with the civil service would be most valuable to them.

MR. METCALFE.—I think, too, that there should be more freedom of movement between departmental staffs, to enable them to obtain a proper perspective of the functions of the machine as a whole and an appreciation of the other fellow's difficulties. A staff college would get rid of many local taboos and inhibitions.

MR. NORTON.—I am entirely in favour of exchanges of duty, but only provided they are with people employed in the same branch of local government activity, or comparable private undertakings. I see no sense in an exchange of duties between myself and, say, the financial officer of a medical officer's department. No man can acquire a detailed knowledge of every department of local government activity, and a superficial general knowledge is of little use. But we would be able to acquire and would benefit from a thorough knowledge of all the types of work within our own sphere or industry. The same applies to contact and experience with that branch of the civil service with a direct bearing on the particular officer's own duties.

I cannot believe that an academic background—though it should be provided for every citizen purely to help him enjoy a cultured life—has much value in fitting a man for the job by which he earns his living.

MR. ALLEN.—Well, I'm not sure that a local government staff college or a joint staff college would give us more than our profes-

sional and technical qualifications, capped by a diploma.

MR. HARROD.—A good deal of research work on local government might be done there. In theory, I would support the idea of a local government staff college, but not a joint one with the civil service.

MISS HOWIE.—In my view, a joint staff college with the civil service would be a good idea—with opportunities for officers to attend six-monthly or yearly courses during service. But the courses must be practical, avoiding the academic pitfall.

MR. HILL.—I agree there. If there is to be a training school at all, let it be open to civil servants, local government officers, and business men—or, at least, let the lecturers be drawn from all three classes.

MR. MILES.—Yes, there are good arguments both for a joint staff college and for exchanges of duty—though I fancy that it is the civil servants who would benefit most. After all, it is the duty of local government officers to put into practice the instructions of civil servants—and many of us would like to see the gentlemen from Whitehall trying to give effect to their own circulars! Similarly, I can imagine much liveliness when local government officers got into their stride in Whitehall! There's a thought for you, "Jackass."

MR. NORTON.—Thank you, Miles.

MR. MILES.—But would the same benefits come from exchange between local authority staffs and industry? Our local councils are largely composed of business men and tradesmen, and their point of view and their interests are, to put it mildly, not ignored. The problems of local government and industry are so dissimilar that exchange could serve little useful purpose, I think.

MR. ALLEN.—Yes, an interchange of duties would certainly give civil servants a very different outlook on local government administration from their present one. As Miles says, we might have fewer circulars, orders, and instructions, and those that were issued might be easier to interpret. Conversely, the local government officer would have the opportunity of learning some of the problems of national administration.

MR. HARROD.—I, too, should favour occasional exchange between civil servants and local government officers in the higher ranks of both services.

MR. METCALFE.—It might do a great deal to abolish the bad old practice of "passing the buck." But I am afraid that I cannot see what good could come out of regular exchanges of duty between either class and the personnel of trade or industry. Unlike America, we have been shockingly backward in "selling" local government to the general public. We must educate all sections in a true appreciation of the services rendered them by the local government machine, but I am apprehensive of the success of bringing personnel from trade and industry casually into administrative posts in local government.

MISS HOWIE.—I disagree there. In my view, much would be gained from exchange of staffs with industry, especially where services overlap (for instance, gas, electricity, transport, chemist's, and hospital services).

MR. HILL.—I support you there, Miss Howie. There is a lot to be gained from exchanges between industry and public service, particularly large-scale industry.

MISS HOWIE.—But probably industry, which is not concerned with assisting public under-

takings, would not look at the idea, so why bother about it?

"Works Committees" Needed?

2. Does the "Brains Trust" consider that the principle of works committees, composed of representatives of management and workers and formed to secure greater efficiency, could usefully be adopted in the local government service?—*J. O. Mason, West Hartlepool.*

MR. HARROD.—In my opinion, the principle of works committees would not operate successfully in respect of local government officers.

MR. HILL.—But at the last conference the opinion was endorsed that local Whitley committees could, if properly constituted and given proper scope for exercising their functions, do just the same good as a works committee.

MR. NORTON.—A Whitley committee isn't what the questioner has in mind, I fancy. He is thinking of what are sometimes called "production committees," and I think they could serve a very useful purpose in local government. In large authorities there could be a committee for each department, composed of the chairman of the employing committee, the manager, the chief clerk of each sub-section, and, say, three members of the rank and file, elected by those on the general grade. For the whole authority, the committee could consist of the chairmen of all committees, the chief officers of all departments, and one other elected member from the general grade of each department.

The committees should concern themselves solely with promoting efficient methods of administration. Policy and staff conditions would be outside their orbit, the first being the business of the council and the second—one hopes—of a local joint (or Whitley) committee composed of representatives of the authority and of the local branch of NALGO.

A "production committee"—perhaps "efficiency committee" would be a more appropriate description for local government—should be quite an informal body. It should neither pass resolutions nor keep minutes, otherwise it would be bound to infringe on the duties and prerogatives of the chief officers.

MR. METCALFE.—Yes. Why shouldn't it work? But when he refers to "management," does Mason mean the elected representatives or the chief officers? There seems to me to be adequate scope for a planning and progress committee, consisting of representatives of the council, heads of departments, and junior grades, in each local authority area.

MISS HOWIE.—I agree. And if works committees have proved invaluable in the Royal Ordnance factories, with their high proportion of unskilled labour, they should be even more successful in local government, with its educated and experienced staffs. This is total war, and local government finds itself with two duties—to perform as efficiently as possible all the extra work arising from war conditions: and to release every possible man and woman to the services and industry. We can do these two things effectively only with the utmost co-operation between managements and staff, and this can be achieved only through staff committees. In the L.C.C., these committees are already in being and have made valuable contributions, especially in cutting down unessential routine work. The Civil Service Clerical Association and the Inland Revenue Staff Association have also taken steps in this direction and have received Government support in the House. In fact, NALGO is being left behind. Incidentally, Glasgow had a motion on this subject on the agenda for the last Conference, but as it came up in the last half hour and the delegates were hungry, scant attention was paid to it, despite the fact that it was the only motion which made a concrete suggestion in regard to our war effort, and probably the only one which suggested something to do instead of something to get.

MR. MILES.—The L.C.C. is not alone, Miss Howie. In Coventry, all the trading departments have such committees, and our housing maintenance department has just formed a production committee to consider matters relating to production, efficient use of time and material, safety precautions, and the like. An extension of the principle in some, but not all, non-trading departments might be useful—for instance, food and fuel offices. But any local government officer, worth his salt is already making any suggestions he or she may have, without waiting for a committee.

At the same time, it may be that some staffs are not encouraged to show initiative or to have "ideas." The principle behind production committees could be put into practice in another way, and need not be confined to the war years. NALGO could persuade local authorities to encourage ideas from their staffs. Perhaps councils would agree to receive suggestions through a special sub-committee of branch executives, or even simply through an "ideas box."

MR. ALLEN.—It seems to me we are in almost unanimous agreement. I myself think that a works committee could perform a very useful function if it took the form of a local joint committee. Some qualification is required in making this statement—namely, that the framing of policy is the prerogative of the elected representative, and must be so.

MR. METCALFE.—The fact remains, however, that, as Miles suggested a moment ago, there are still a number of "starched collars" in the local government service—the chief officer who will not recognise the contribution toward improved administration which the fresh young mind can often bring, or, if he does, carefully and unostentatiously prigs it and brings it forth as his own offspring. There are still members of councils who dislike meeting NALGO deputations because they aren't all chief officers—who remark: "Who are these people—don't we pay them?" I think the untouchables are a dying race. Trade and industry will, by example, hasten their end. And mark this, the new confraternity in industry is not something merely stimulated by war-time conditions only to perish when peace returns. There is something grand in the prospect of a wider understanding between employer and employee, a fuller appreciation of the rights of both in a reconstituted social fabric. Local government cannot afford to stand aside. There must be a fuller measure of co-operation between the council and its staff. Call it a local Whitley Council if you like, for remember that Whitleyism does not concern itself only with salaries and service conditions. It should, and will in growing volume, be the medium for developing progress in local government methods, the recruitment, training, and promotion of increasingly competent officers, capable of influencing immeasurably the well-being of the general public.

Representing Staffs

3. Would it not be of advantage to both councils and staffs were a member of the branch executive to be allowed to attend all council committee meetings at which service conditions, promotions, salaries, and similar questions are discussed, to represent the views of the staff, defend them against unfair criticism, and ensure that all the facts are accurately presented?—*W. J. Turner, Hampstead.*

MR. HARROD.—I do not agree with this suggestion. The proper and most effective procedure to my mind is for each authority to have a local joint committee to discuss all matters relating to service conditions, promotions, salaries, and similar questions and to make recommendations to the salaries and wages committee of the council.

MR. HILL.—Representation on the lines suggested would give rise to mistrust. It would provide all sorts of temptations to do and say the wrong thing. Why should not every subject which is under discussion in committee

be represented? On the other hand, there is no reason why the officers of a branch should not be present at a council meeting, sitting in the public gallery. I believe this is often done.

MR. ALLEN.—Harrod is right. Let us go all out for local joint committees to which all matters affecting staffing, promotions, salaries, and conditions of service would be referred. That is the place for the staff representatives to make their voices heard in debates with members of the council.

MR. MILES.—The difficulty in carrying out Turner's suggestion would be to decide which member of the executive it should be. The secretary every time, in every committee, or the representative for a particular department? Service conditions concern the staff as a whole. On promotions and salaries a single member could hardly give the views of the staff. Moreover, the suggestion would put both the chief officer and his subordinate who was chosen to be present at the committee meeting in an impossible position. Unfair criticism is not likely to go far with the chief officer, other officers, and a committee clerk present at the meeting.

MR. ALLEN.—Yes, if in the council chamber or committee room unfair criticism is levelled against the staff, the clerk to the council or the committee should intervene. It would be interfering too far with the privilege enjoyed by the elected representatives if the staff were to be present as trade union representatives at every meeting of a committee to present the views of their members.

MR. NORTON.—Even if it were right in principle, where is to be found the leisured member of the executive who could do it? NALGO hasn't yet appointed those essential full-time branch officers. Moreover, I could never feel justified in representing my colleagues on a committee without knowing that, in the main, they were prepared to stand or fall by my efforts and to accept an adverse decision. I would hate to be in that position as their representative—one man in a committee of a dozen whose interests and views must often differ from mine and who, if I had a vote at all, could always outvote me if they chose. I'd be on a "licking to nowt."

MR. METCALFE.—That's true, it is not a job for one man, unless he simply acted as reporter. He could not claim to represent at short notice the views of the staff, individually or collectively.

MR. MILES.—The danger in some of the suggestions that have been made both this month and last is that so many officers will be in staff colleges, committee rooms, universities, other council offices, Whitehall, business houses, shops, factories, and even foreign countries—not forgetting our own monthly Brains Trust meetings (Friday to Tuesday once monthly!) that another "horde of officials" will be needed to do all the work! The solution surely lies in an energetic branch secretary, a watchful salaries and service conditions committee, representatives with ears and eyes wide open (but not their mouths), a live council and officers' joint committee, and in good relations between council and staff.

MR. NORTON.—And in a good public relations officer and a lively branch journal. These are the weapons for defence against unfair criticism or misrepresentation, in or out of the council. Give me the local joint committee every time. Service conditions, methods and frequencies of promotion, cases of victimisation, salary grades or levels of salaries—and, in special cases, individual officers' salaries—should all be considered by it, and recommendations made to the council. But preserve me from any share in deciding what every individual officer shall be paid and which individuals shall be promoted!

MISS HOWIE.—Yes, undoubtedly the local joint committees are the best way of dealing with this problem, and the N.E.C. has asked all branches to get them established.

ON A POINT OF ORDER....

Much Cowslip Meets Again

Told by

JACKASS

It is the fashion...has always been the fashion...to cry out against the uncertainties of life; to picture humanity as a man blindfolded in the blackout, tripping over one kerb edge after another; to protest against our inability to say from day to day what will endure, what laws and customs survive our own continuous meddling; and at the same time, to argue that the only way to end this chameleon quality of existence is to alter our way of life once more, but this time in a big way. We weary of the old order, where circumstances may vary unexpectedly. We yearn for a flattening of the ups and downs into a comfortable plateau, not too high to reach nor too steep to fall from. Life is too full of change--so let us change it! A pretty paradox.

Personally, I regard this as a misinterpretation. The real trouble is that too many features recur too regularly in our lives, and that most of them are unpleasant. Influenza, war, the seasons, and economic depressions, are always with us, and are less symptoms of change than successive items of the same monotonous cycle, repeated to infinity, of an essential changelessness of life which all our efforts have as yet barely affected.

Something of this jostled confusedly through my mind as I sat with the Clerk on the raised dais in the Council Chamber, watching the members of the Much Cowslip branch drifting desultorily into the worn leather-backed chairs annually loaned to us for the meeting. For years and years past, I thought, for years and years to come, members had drifted in and would drift in with that peculiarly disinterested air. Always a bland grey-haired Chairman (would it always be the Clerk?) would watch without appearing to watch, mentally noting who had stayed away, smiling benignly at one or two favoured individuals, deftly avoiding the glances of the rest. Always Blatherpatch, or another Blatherpatch, would walk in pugnaciously, clutching the scraps of paper containing the awkward questions he meant to put, and the even more awkward motions he intended to submit. Always I would sit there in a nervous haze, feeling slightly silly in such prominence and very conscious that my left shoe, tied with string I had meant to exchange for a shoelace, showed obviously at eye-level to the audience beneath the official table. Always... and a nudge from the Clerk brought me to my feet as Secretary to read the minutes of the last meeting. The Clerk's "favourcontricarried" (all muttered with his eyes on the table-top) followed like an echo as I dropped the minute book behind me with a practised hand and bobbed down into my seat,

only to rebound as treasurer to move the adoption of the annual accounts, a copy of which, I explained, had been in the Clerk's possession for three days and could have been consulted by any inquisi--interested member. The Clerk seconded, adding that he had personally checked the accounts and found them to be a model of accuracy--"favourcontri--"

Leaping to his feet just in time, Blatherpatch asked whether the honorary treasurer (he meant me) could inform the meeting whether the branch accounts showed a profit on the year's working. The honorary treasurer (still me) replied vaguely that there wasn't much in it either way, never had been while he had been treasurer...matter of fact, they just balanced--only just.

Blatherpatch, in what I considered an insulting tone, asked if, purely for the enlightenment of the members present, I could say whether it was a fact that the chairman and treasurer shared between them the annual, and substantial, balances. I indignantly repudiated this as a most unjust accusation to level at a branch officer's head. As treasurer, I had never been a party to any such arrangement. As branch secretary--I was unfortunate enough to be saddled with both jobs--I considered myself entitled to a reasonable honorarium. The position was simply that the chairman and myself as secretary -- not, be it noted, as treasurer--received honoraria. The amount was naturally governed by the balance available after other prior expenses had been met. Thus there was a tendency for the accounts to balance each year. Anyone who liked to see the accounts would realise that the fact of their balancing was purely coincidental. It was the first time I had heard complaint made against a treasurer because his accounts balanced.

A voice from the rear said "Hear, hear!" and Blatherpatch sat down abashed. Ignoring one or two less resolutely attempted questions, the Clerk quickly put the question and declared the accounts approved. He voiced the gratitude of the members for the admirable manner in which I had again carried out the treasury duties, and, in a voice suitably charged with emotion, I stuttered the usual formula in reply.

The Clerk rose in his capacity of Chairman of the Branch Executive to move the adoption of the annual report, which had not been prepared nor circulated in view of the national necessity to conserve paper. As the report did not exist in fact, he could not accept any amendments to it, but he was prepared, as always, to answer any questions which in his opinion were relevant to any item which in his opinion would have been in the report had it existed. I seconded, after a long pause had made it clear no one else intended to, and the questions began.

Postlebury asked whether, relevant to an assumed paragraph on salaries, he could be informed what steps had been taken to improve the unsatisfactory position. The Clerk replied that the problem had not been lost sight of, was continually under review, and at an opportune time would be most carefully considered. Postlebury wanted a definition of "opportune time" and was told it was a time which was considered opportune. He gave it up.



Miss Legge inquired what steps the branch had taken or proposed to take to secure equal pay for equal work for men and women. The Clerk warmly congratulated her on raising such an important point, and assured her it had not been lost sight of, was continually under review and at an opportune time would be most carefully considered. He referred in glowing terms to the way in which women had responded so nobly and in so many different directions to the nation's call. He was proud to pay his tribute to the women of England. Miss Legge sat down, to a storm of applause.

Blatherpatch rose to move "That this meeting deplores the absence from the report of any constructive policy to improve salaries or conditions." The Clerk promptly ruled him out of order, pointing out that one could not deplore the absence of a part from a nonexistent whole. Blatherpatch wanted to know whether the chairman could indicate the nature of any relevant reference in the assumed report, so that he might re-phrase his motion in an acceptable way. The Clerk, though at all times anxious not to stifle free discussion, thought the meeting would not expect him to assist his critics to criticise him. Dutiful murmurs of agreement from the members, who were far more anxious to go home than to listen to Blatherpatch, confirmed his opinion.

Postlebury followed with a cunning inquiry whether he could assume the presence in the report of any paragraph relating to the Beveridge Report. After a momentary hesitation, the Clerk assented, whereupon Postlebury asked what steps the Association was taking to safeguard the future of our super-annuation schemes and to protect those local government officers whose duties seemed likely to be transferred to the Civil Service. The Clerk observed that, speaking from memory, he believed the report would have explained that these problems had not been lost sight of, were continually under review, and at an opportune time would be most carefully considered. With an air of triumph he added that NALGO had a Beveridge Committee* before there was a Beveridge Report, and evidence was given on its behalf. Postlebury pressed for information on the success of that evidence, and the Clerk diplomatically replied that it was quite as successful as evidence on behalf of local authority administration was likely to be when submitted to a committee of civil servants under the chairmanship of a former civil servant.

Blatherpatch returned to the attack with a demand for information on the position regarding the forty-six hour week. The Clerk, to my surprise, did not rule him out of order, but explained at some length that the Council, having agreed beforehand to adopt the Whitley Council scheme of payment if it extended hours, found the cost would be at least £14 4s. 9d. in a full year. As ours was a small though compact authority, the rate precept would be affected to the extent of sixpence farthing in the pound. This prohibitive circumstance had been fully explained to Miss Frosty, the young lady in charge of local manpower, but she had--very regrettably in his opinion--adopted a most uncompromising attitude. Briefly, her view was that, unless the extra hours were worked, she proposed calling up all the male staff up to forty, which would leave only himself, the Clerk; if, on the other hand, the additional hours were worked, then she thought the Council could release all its staff except the Clerk, and, with part-time assistance from Mrs. Gumble, the Widow Pottle, and the lady who at present cleaned the Council premises, could carry out its

*At this point story is continued on p.274.

statutory duties without serious difficulty. He, personally, could not share that view, and felt bound to say that such a suggestion accorded ill with the many recent comments of Ministers on the essential nature of local government. Naturally, the Council--faced with two alternatives which would produce the same result but in one case would cost an intolerable amount, found it difficult to decide their course. He could only describe the position as in a state of flux.

There were no further questions, so I moved a vote of thanks to the chairman for his work during the past year, and he reciprocated by moving a similar vote to me as secretary and treasurer. There were no seconders, so he put the questions to the meeting, and absentmindedly declared us both re-elected on the resultant show of hands. No one ventured to protest, and the meeting closed in an atmosphere of drowsy geniality.

Always, I mused as I watched the members desultorily drifting out, it would be like this. Nobody interested...except perhaps Blatherpatch and Postlebury. Nothing but talk ... talk ... talk ... always--and a nudge from the Clerk reminded me that we could go home. Gathering up my papers with practised hands, I drifted out behind him.

N A L G O P R E S S

"Jackass" Reviews Branch Magazines

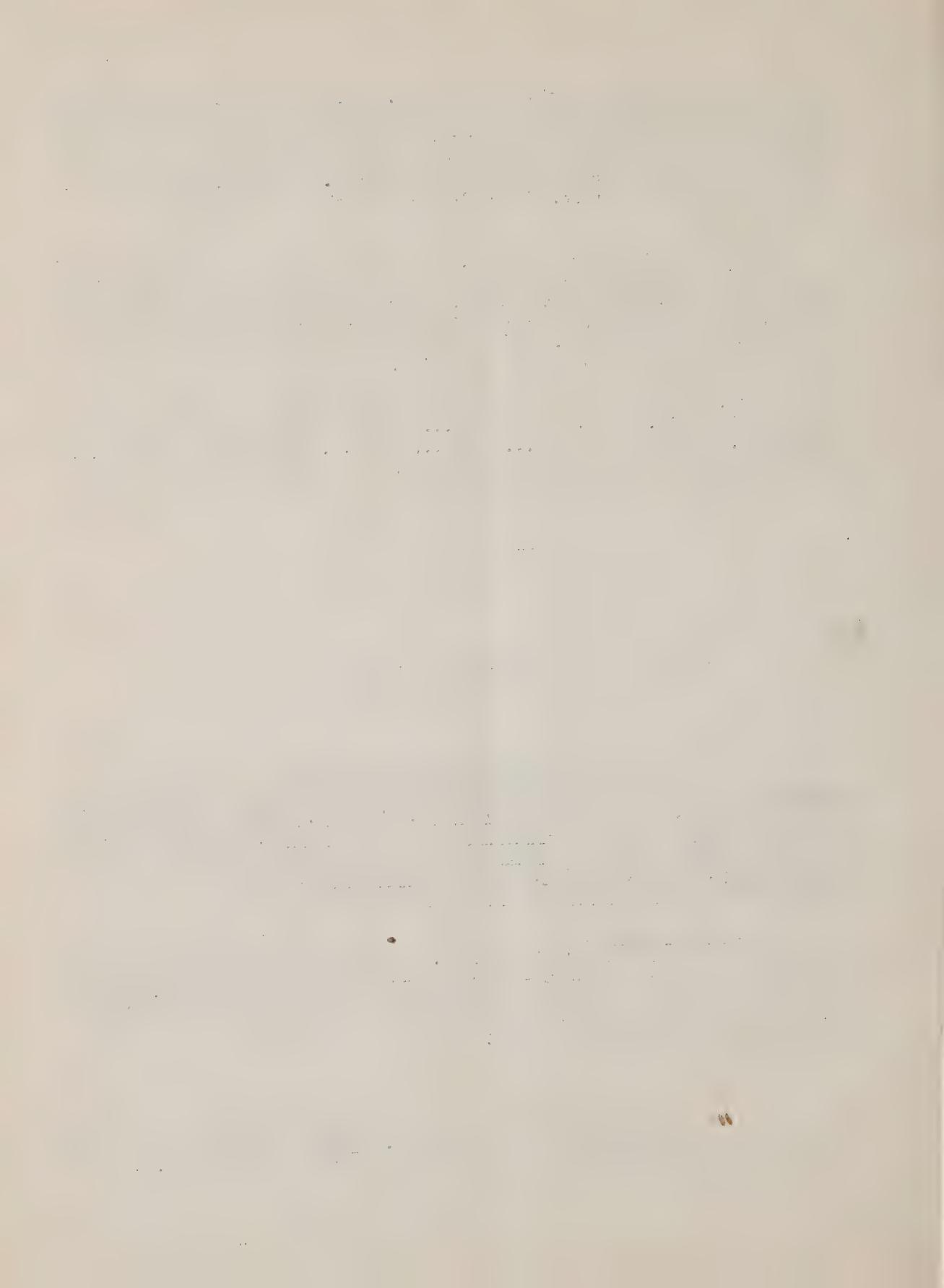
ACKNOWLEDGMENTS

My thanks for Interphone Wembley, Unity Spenborough, At Your Service Doncaster, At Your Service Blackburn, Services Bulletin Surrey County (judging by the contents), NALGO Newsletter Newport, Staff St. Pancras, Buff Orniston, Newsletter Cupar, Newsletter Hampstead, Bulletin Crantock, Guildhall Gazette Middlesex, Guildman Bulletin Leeds, Camera Principis Coventry, NALGO Newsletter Hertfordshire, In & Out Ealing, Bulletin Westminster, Quarterly Review Bradford, and the Manchester and Sheffield Guild Journals.

The At Your Service twins are thus crossed off the list of absentees I enquired about so plaintively in October. An informative letter from Wallasey, with a copy of their last issue--March 1940--also explains that The Wheel will revolve again as soon as they can find an editor to put his shoulder to it. This old issue confirmed my recollection of how good it was; and what a pleasure to handle real paper again!

NEW BOYS

Among those listed are several new to me. Unity (a good title) is a well-written and neat broadsheet. The editor conveys more news in two pages than some do in twelve.



Service Bulletin, with a brightly coloured cover which doesn't say where it comes from, is notable for the cleanliness of its cyclostyling--too often neglected.

Cupar's Newsletter was doubly welcome as the only Scottish immigrant this column has seen for a long time. NALGO news, local branch news, and Forces contacts are its main features, all well presented. Editor Malcolm Duncan is ambitious, envisages a full-scale journal after the war.

The St. Pancras Staff, which reached me indirectly, is one of the big boys, and one of the best. From cover to cover it is a fine printed production. Searching for something to criticise, the only items lacking for an ideal magazine are comments on local government problems of the day and frequency of publication; of the latter, more anon.

Newport NALGO Newsletter is another major effort--thirty-four printed pages, and in this case the intention is to issue quarterly.

Buff (Orpington--of course) is a compact cyclostyled magazine of branch news and items about serving members, with a pleasant touch of humour.

Interphone is not strictly a new boy. It attended once before, but I omitted it from roll-call--for which my apologies to Wembley and Editor L.A. Cooper. A forty-page issue, priced threepence, the material is very good--the cyclostyling (of my copy, at any rate) not so good. The Editor hopes six months will not again elapse between issues, and so do I.

I know your difficulties. How days slip into weeks, how printers can delay, how that essential contribution is promised for "next Monday certain, old man." Nevertheless, I do urge you to do your best to maintain frequent and regular publication, even if issues are smaller. Your job is to distribute news and comment; neither is much use six months or a year old.

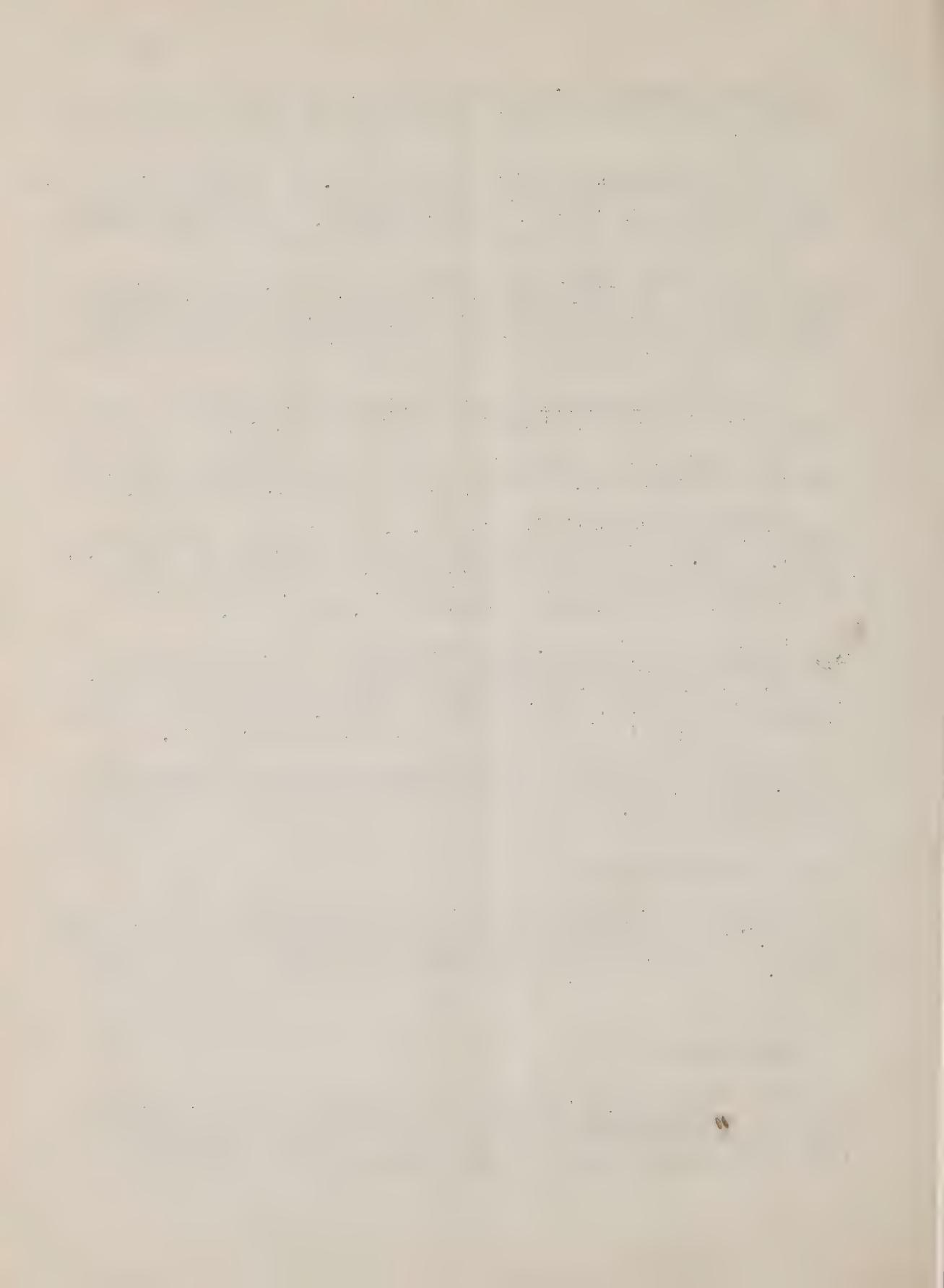
I wish space allowed me to describe more fully some of the magazines listed. Editors, of humble broadsheets as well as printed publications are doing invaluable work.

APPEAL TO MY FIFTH COLUMN

Will any member whose branch published between mid-October and mid-December an issue not mentioned above, please send me a copy? In the case of branches north of the Tweed (Cupar honourably excepted) I'm even willing to refund postage.

NOT WITHOUT HONOUR

Scribe Harold (I know him) gently pulls my leg in the Sheffield Journal for rating Camera Principis as the best branch magazine recently. What Coventry had--that little extra something---was a series of articles on the way the world is going especially the local government world.



Nevertheless, I readily admit that I don't refer to the Sheffield and Manchester journals as often as they deserve. They're so uniformly good I tend to take them for granted; and Sheffield has such a brilliant humorist, too; quite as good as Jackass!

THINK IT OVER

Don't lose sight of the value of the series, a succession of articles, serious or humorous, by the same author so that readers can look for and recognise his name or pseudonym in each issue. Regular contributors give continuity and character to a journal. Articles by different experts on the same or kindred subjects have the same effect.

Why not attempt a series on the Beveridge Plan--with the first contribution from your local public assistance officer?

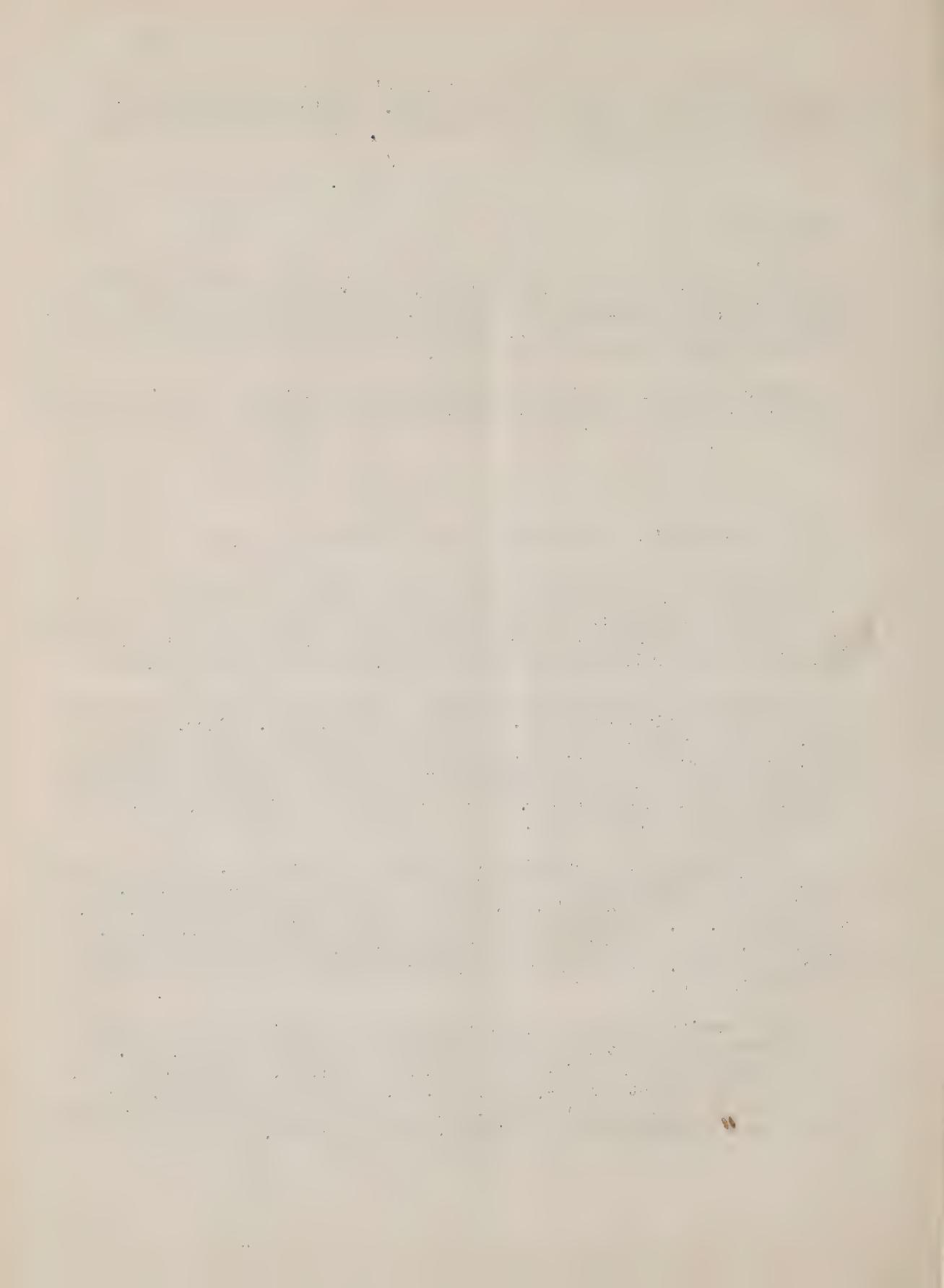
TRIBUNAL'S AWARD ON BONUS CLAIM

As the result of an appeal to the National Arbitration Tribunal--the first since the Bolton judgment established the right of the Association to refer disputes to that body--NALGO has secured payment of a substantially higher cost-of-living bonus for its members employed by the borough of Lytham St. Annes.

The dispute was not, strictly speaking, a new one, but was a re-hearing of one brought against Lytham St. Annes in February, 1941. Since, on that date, Bolton corporation had already submitted to the Divisional Court its claim that the National Arbitration Tribunal was not competent to adjudicate upon disputes between a local authority and its staff, the Tribunal deferred its decision and, since the position had changed in the interval, NALGO asked for the case to be heard afresh.

At the time of the re-hearing, on November 18, Lytham St. Annes was paying to its staff a bonus based on the third civil service award--namely, 3s. per week to men and women under 18, 5s. to men and women between 18 and 21, 10s. to men and 7s. 6d. to women over 21 and earning under £260 a year, and 5s. to men and 4s. to women earning between £260 and £500, with nothing to officers earning over £500. It had announced that it was prepared to pay the current civil service bonus.

NALGO submitted that the corporation should be required to pay a bonus in accordance with the third award of the National Whitley council, as endorsed by the Lancashire and Cheshire provincial council, of which Lytham St. Annes is a constituent member--namely, 6s. 6d. a week for men and 5s. for women under 21, 13s. for men and 10s. for women over 21 and earning up to £500 a year, and £2 a month for all officers earning over £500.



Although the Tribunal found against NALGO's claim, it awarded a bonus based upon the fourth civil service scheme, but substantially better than that scheme for officers earning between £250 and £500. The Tribunal awarded the respective civil service bonuses applicable for the period between January 1, 1941, and April 30, 1942, and from May 1, 1942, the following:

Officers under 18--4s. p.w.

Officers between 18 and 21--6s. 6d. p.w.

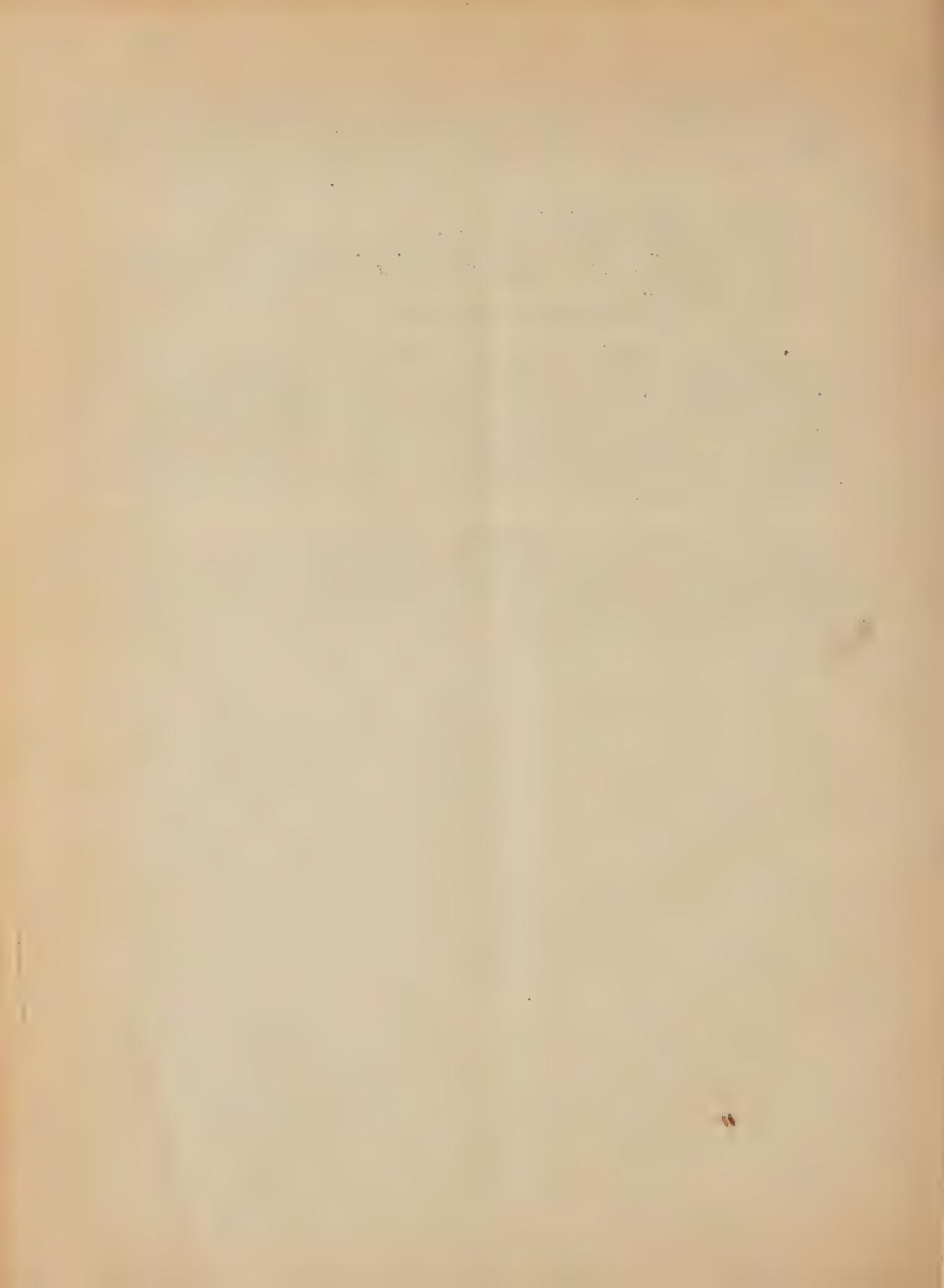
Adult officers earning up to £250--13s. 6d. for men, 10s. for women.

Adult officers earning between £250 and £500--12s. 6d. for men, 9s. 6d. for women.

No bonus for officers earning over £500.

The above is identical with the current civil service scheme except for officers earning between £250 and £500 who, under that scheme, receive only 7s. 6d (men) and 6s. (women). Apart from officers earning over £500 a year, it does not differ substantially from the current Whitley council award--in fact, it has subsequently been stated at a meeting of Lytham St. Annes council that there is a difference of £180 a year only between what the council would have paid had NALGO's claim been granted and what it is required to pay under the Tribunal's award.

While the Association is naturally disappointed--and, in view of the overwhelming majority of authorities in the area paying the Whitley council bonus, more than surprised--that the Tribunal should have failed to endorse its claim in full, members will nevertheless feel some satisfaction that the claim has been so substantially accepted.



NALGO ROLL OF HONOUR

KILLED

Bryant, Sgt. A/G. C. H., R.A.F., health dept., Devon.
Burchell, Lt. E. W., Brighton (in N. Africa).
Cother, 2nd Lt. J. B., R.A., 25, treasurer's dept., Brighton.
Cross, Sgt.-Inst. A., South Staffs. Regt., libraries dept., Wolverhampton.
Dartnell, L/C. G. W., health dept., Carshalton (by enemy action on the East Coast).
*Davies, P/O., N. C., R.A.F.V.R., 28, clerk's dept., Chester.

HEROES OF THE BATTLE

The latest totals of NALGO members who have given their lives, are enduring captivity, or have gained awards for heroism in the fight for freedom are:

Military	Civilian
Killed	474
Missing	338
Prisoners	317
Decorated	102

*Foskett, Sgt. C. G., librarian, Lambeth.

Gregson, A/C.I. G. W., R.A.F., surveyor's dept., Hereford.

*Hancock, Sgt. A/G. H. W., R.A.F., relieving officer's clerk; Herefordshire (Hemel Hempstead).

Hofford, P/O Writer, R. F., R.N., 21, clerk's dept., East Sussex C.C.

Long, P/O H. W., R.A.F., electricity dept., West Ham.

McEwan, P/O, W/O A/G., A. L., R.A.F., gas dept., Stockton-on-Tees (in air operations at Gibraltar).

Renvoize, F/O D. J., R.A.F., electricity dept., West Ham.

Weller, Sgt. W. D., R.E., clerk's dept., East Sussex C.C.

MISSING

Basham, Gnr. A. W., R.A., clerk's dept., Dunstable (at Singapore).

Baxter, O. Tel. J. R.N., 19, medical dept., Cambridgeshire (presumed killed).

Coe, Ldg. Seaman, H. R. I., R.N., 22, accountant's dept., Frinton and Walton.

Cursons, G. A., R.A.F., finance dept., Devon.

Eltringham, F/Sgt. G., R.A.F., county library, Durham.

Farell, Pte., F/Sgt. F. M. J., R.A.F., electricity dept., West Ham.

Gartside, P/O C. D. A., R.A.F., 25, accountant's dept., Monmouthshire.

Harding, P/O K., R.A.F., electricity dept., Hammersmith (in Middle East).

Holland, Cpl. K. A., R.A., accounts dept., Dunstable (at Singapore).

Humphrey, R., Fulham.

McGrath, F/Sgt. W. M., R.A.F., clerk's dept., Devon.

McKee, R.A., accountant's dept., Carshalton (at Singapore).

Mogridge, W. R., R.N., roads dept., Devon.

Morgan, Sgt.-Obs. J., R.A.F., Clerk of the Peace Office, Nottinghamshire.

White, El-Mech. F. R. V., electricity dept., West Ham (believed drowned).

Williams, Sgt. J., R.A.F., clerk's dept., Devon.

Wilson, A. R.A., town planning dept., Carshalton (in Middle East).

Wolfenden, H., R.A.F., Hull.

PRISONERS-OF-WAR

Anderson, Cpl. F., R.A., electricity dept., Leeds (in Italy).

Barker, Dvr. A. E., A.M.M., Kent C.C. (in Libya).

Batchelor, E. H., surveyor's dept., Cornwall.

Brook, Dvr. P., R.A.S.C., electricity dept., Leeds (in Germany).

Coleman, Able Seaman P. E., R.N., education dept., Finchley (in Germany).

Cook, Gnr. H. D., clerk's dept., Lambeth (in Italy).

Davis, Dvr. N., local taxation dept., Nottinghamshire (in Italy).

Garwood, Gnr. L. S., clerk's dept., Lambeth (in Italy).

Hardy, P/O F. T., R.A.F., electricity dept., West Ham.

Whilst on a bombing flight over enemy territory the aircraft Pilot-Officer Hardy was flying was hit and the members of the crew were killed. It became necessary for the remainder to bale out. P/O Hardy refused to put on his parachute, since it would have interfered with his handling of the plane. After the others had escaped he crash-landed, escaping with concussion and head wounds. The other members of the crew have written to their commanding officer saying that they owe their lives to his courage and self-sacrifice.

Heyes, L/Cpl. H., L.N.L. Regt., treasurer's dept., Bolton. (Ldn. C.G.M.S., E. R., electricity dept., Hammersmith (in Malaya)).

Lord Roberts, E. L., land drainage dept., Cheshire (in Italy).

*Mahoney, J. A., social welfare dept., L.C.C.

Mercer, J. D. M., public assistance dept., Cornwall.

Olds, F. G., valuer's dept., Cornwall.

Pilkington, 2nd Lt. A. J., R.E., highways dept., Gloucestershire (in Far East).

*Scorer, W/M. F., R.M., clerk's dept., Durham C.C. (in Italy).

Steele, Sgt. A., local taxation dept., Nottinghamshire (in Italy).

Thomson, Gnr. J. F., R.A., Kent (in Libya).

Tickner, L/C. G. E., R.A.M.C., treasurer's dept., Finchley (in Germany).

Westlake, L/Bdr. C., R.A., treasurer's dept., Finchley (in Italy).

Warrall, Warrant Offr. T. J., R.A.F., Kent.

Watson, Capt. K., Green Howards, asst. to clerk, Filey (in Italy).

*Previously reported missing.

AWARDS TO MEMBERS

D.F.C.

Burbidge, P/O. J. B., R.A.F.V.R., education dept., Bromley. Official citation states: "On the night of July 2, Pilot-Officer Burbidge was the wireless Officer of a Wellington detailed to attack Bremen. On the return flight, shortly after crossing the Dutch coast, the aircraft was subjected to intense fire from two armed ships. Some damage was sustained. Immediately afterwards, it was attacked by a Junkers 88. Pilot-Officer Burbidge, manning one of the beam guns, was able to engage the attacker. After the first attack, he observed that a serious fire had developed near the main spar. He at once attempted to extinguish it. At first he was not successful, but after the enemy aircraft had made three further attacks, causing further damage, he succeeded in extinguishing the fire. Returning to his post, he effected some minor repairs to his damaged wireless set and, from then on, kept constant communication with base. In harassing circumstances, Pilot-Officer Burbidge displayed skill and coolness which was of material assistance to his captain."

Read, P/O. F. A., R.A.F., roads dept., Kent.

Phillips, Flt.-Lt. R. M., R.A.F.V.R., valuation assistant, Exeter. Flt.-Lt. Phillips was shot down in the attack on the German battleships Scharnhorst and Gneisenau, and was reported in the April 1942 journal, to be a prisoner-of-war.

M.B.E.

Burden, R.Q.M.S., A. J., Dorset Regt., medical dept., Dorset C.C. (reported killed in December journal). Was awarded the M.B.E. in June, 1939, Birthday Honours, for services over many years to the Territorial Army.

MENTIONED IN DISPATCHES

Byrnes, Lt. A., R.N., chief clerk, electricity dept., Clacton. For anti-submarine work.

Selvey, Sgt. J. E., R.A.F., cleaning and transport dept., Derby. For distinguished service.

FREED !

Yet another prisoner-of-war has been released from enemy hands. Sgt. W. O. A. G. W. E. MORTON, R.A.F., formerly employed by the Streetford & District Electricity Board, who was reported missing in the November journal, has now been freed by the Allied forces occupying Algiers. He will, we hope, be one of the first of the many.

POSTHUMOUSLY MENTIONED IN DISPATCHES

Casebourne, Major R. W. S., R.E., surveyor's dept., Northumberland (reported killed in June, 1942 journal). Major Casebourne took an active part in the rear-guard action fought by his division in the retreat to Dunkirk, and when sent to the Middle East did good work in Iraq, Cyprus, and Libya.

HOSPITALITY FOR WARRIOR

The districts, branches, and individual members below offer hospitality to members of NALGO in the Forces and stationed in their areas. To save space the following contractions are used: B.—Buildings; C.—Council; C.Y.—County; C.D.—Civil Defence; D.—Department; E.—Electricity; Ed.—Education; Em. Hos.—Emergency Hospital; Eng.—Engineers; H.—Hall; Hth.—Hospit. Hse.—House; Hsg.—Housing; M.—Municipal; O.—Office(s); P.A.—Public Assistance; S.—Surveyor's; S.W.—Social Welfare; T.C.—Town Clerk's; T.D.—Treasurer's Department; T.H.—Town Hall; Tt.—Transport; W.—Works; W.M.—Weights and Measures. (C) after an entry indicates that a sports or social club is available. Figures in brackets are telephone numbers—o. office and h. home. Names of exchanges are given only where they differ from the name of the town.

† indicates that hospitality is also offered to women members and relatives of members.

DISTRICT COMMITTEES
Metropolitan—PERCIVAL W. BOND, C.O., Purley.

BRANCHES

Acton—Miss J. PERGANDINE, T.H., W.3 (ACORN 3232).

Allotia—W. HUNTER, Cn.B., Croydon.

Ashton-under-Lyne—W. B. BRADLEY, E.W. (C).

Aylesbury—G. A. MELLOR, Cy. H. (C).

Barking—R. D. BROWN, T.H. (Ripleywood 3880).

Barnet—T. S. FARNSWORTH, T.D., T.H. (3232).

Blackburn—J. COY, 42, Victoria-st. (C).

Bognor Regis—A. C. TROW, T.H. (1660).

Brierley Hill—E. J. LEWIS, C.O. Albion-st. (7693).

Burnley—J. M. HOLT, Ed.O., Manchester-nd. (C).

Cambridgeshire—LEO MASON, Shire Hall.

Canterbury—J. E. NEWPORT, M.B., Dame John (2826).

Carlisle—J. N. Routledge, Gas V.W. (4).

Chelmsford—L. E. INNES, Essex Rivers Catchment Board, Essex Rivers House, Springfield-nd.

Cheshire County—H. JONES, 47, Walter-st., Chester.

Chorley—R. HIGHAM, T.D., T.H.

Cleckheaton—E. NORMINGTON, E.W. (16).

Colchester—A. E. GODBOLD, T.H.

Croydon—A. E. ALLEN, P.A.D., Mayday-nd., Thornton Heath (4433, Mayday Switchboard, Ext. 122).

Denny—BURGH CHAMBERLAIN, Town House.

Dudley, Warks.—S. N. COLYER, Sedgley Em.Hos. (2243).

Durham—F. BAINBRIDGE, 22, New Elvet (C), H. B. SOULSBY, Byland Lodge, Haworth Tce.

Erith—D. H. E. HOCKLEY, C.O.

EWorth (Doncaster)—J. S. MARSHALL, Grove Hse., Queen-st.

Feltham—Miss J. I. HEWETT, C.O. (2281).

Gillingham—H. KING, M.B., Croydon.

Glasgow—Members invited to use Allies Canteen, 166, Argyle-st., as guests of branch.

Grangemouth—District P.A.O., Lumley-st.

Grimbsy—J. W. L. BUXTON, T.D., M.B. (55141).

Hinckley, Leics.—J. S. TOMKINS, 16, Station-nd.

Hornchurch—D. H. ELLIS, C.O., Billes-tla. (3434).

Hounslow—B. F. EMMERSON, C.Hse., Hounslow (C).

Hucknall—F. FOSTER, T.D., Guildhall (36880).

Ipswich—Miss E. N. EDE, S.W.D., 19, Tower-st. (2208).

Isle of Wight—S. H. MATTHEWS, Cy.H., Newport.

Kilsyth—S. WRIGHT, M.B., Croydon.

Kirkby-in-Ashfield—L. H. JAMES, Gas D., Urban-nd.

Kirkcudbright—W. KIRKLAND, Cy.O., Kirkcudbright, or A. N. BOTT, E.D., King-st., Castle Douglas.

Leicester—S. DAWSON, Tt. D., Abbey Park-nd.

Lincoln—Branch Secy., Cy.O. (monthly social).

Liverpool—W. HART, 22, Duchy Chambers, Sir Thomas-st. (ADV 2487).

Maidstone—Miss B. SOLOMON, Rm. 226, Cy.H.

Manchester—Miss A. BODENHAM or W. LEAH, Guild Office, 2, Mount-st., Man. 2 (BLA 6564) (panel of members offering hospitality in and outside city).

March, Cambs.—C. F. BOTTERELL, Cy.H.

Middlesbrough—J. R. WILD, M.B. (3066).

Morely, Leeds—N. WIGHT, Ed.O., Queen-st.

Newcastle-upon-Tyne—V. GRAINGER, T.H.

Newton-le-Willows, Lancs.—E. W. BUSHELL, Latham House, Cross-la.

Orpington—B. H. JORDAN, C.O., 46, Bark Hart-nd.

M.B.E.

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DISPATCHES

Paddington—T. F. DUNNING, T.H. (PAD 7672) (C), Penarth, Glam.—J. THOMAS, 19, Albert-nd.

Pontardawe, Swansea—L. C. ROBERTS, Rates D., C.O. Reading—J. H. SOWDEN-HALL, W.M.D., Field-nd. (4190).

Rochdale—J. H. LEVER, T.H. (3181) (C), Rochester—E. W. BARTON, Hth.D., Castle-hill (Chatham 3258).

St. Helens—T. BROOKES, P.A.D., 61, Hardshaw-st. Scunthorpe—W. H. KENDALL, C.D., H. S. HARDshaw-st. Sidcup—L. R. SANDERSON (14), Main-nd. (Foots Cray 3081).

South Shields—R. N. ROOK, T.H. (1374). South Shields—F. OLLIER, T.D., T.H. (1380). Stirling—J. M. BATEMAN and R. WILSON, P.A.D., C.O., Viewforth 1, W. WARDLAW, M.B.

Stockport—T. W. POOLE, T.C.O., T.H. (48241.) Stockton—Miss L. RY MILL, 30, Autone Way (Vigilant 6060 Ex 24) table tennis club, Thursdays 7-10.

Walsham-le-Willows—C. E. HARVEY, T.D., T.H. E. 17, Ware, Herts.—E. B. CULLEN, 17, Jeffries-nd. (gramophone music).

Warminster—H. HAWES, Hth.D., Shire Hall (340) (C Old-sa., next G.P.O.). Weymouth—R. W. MILLER, M.O.

Wimbledon—J. W. BABBES, Eng. D., T.H., S.W.19. Winchester—Miss J. WALSH, T.D., Guildhall. Wolverhampton—G. S. REEMAN, Hth.D., T.H. (22301, Ex. 13).

Worthing—A. KENTON, T.H. (2700). Wrexham—Miss V. H. DAVIES, E.D., 4, Willow-nd. Yeovil—Miss J. L. KEBELL, M.B.

PERSONAL
Birmingham—G. F. WILLCOX, 143, Southam-nd., Hall Green, B'ham, 28 (Springfield 2254); Miss D. UDALE, 55, Pakfield-nd., King's Norton, B'ham 30 (K.N. 2436). Bromsgrove—E. W. GOODMAN, The Pines, Scourbridge-nd. (secretary of Bromsgrove Branch).

Cheadle Hulme, Cheshire—J. DARRICOTTE, Grove House, Grove Lane (Bramhall 306) offers "meals, bed, bed, snooker, table-tennis," etc., by appointment. Esher—F. W. KIRK, Holmdale, Hampton Court Way, Thames Ditton (o. 2241; h. Emberbrook 2551).

Scarborough—H. WILSON, 32, Newlands-av. South Shields—J. Y. FAWCETT, "Earldene," 11, Windermere Crescent, Harton (1000). Stockbridge—J. H. CLARK, Southgate, Norton-nd. (57175).

Windlesham, Surrey—G. LOWE, "Kersal," Woodlands-la.

And For Women, Too

In addition to those marked † above, the following branches offer hospitality and assistance to women members and relatives transferred to factories in the areas:

Bilston—Miss M. JOHNSON, Kingswood House, Wellington-nd.

Bolton—Miss E. HOGG, T.C.O. Cambridge—Miss W. E. ALDER BARRETT, Cy. Library, Shire Hall.

Cheltenham—Miss B. A. RICHARDS, Hth. D., M.O. (200). Chipping Sodbury—Mrs. A. M. BARRY, C.O.

Derby—Miss A. D. JONES, "Elmhurst," Lonsdale Place, Uttoxeter New Road.

Grantham—Miss M. LYNN, Hsg. D., 36, Avenue-nd. Lincoln—Miss F. P. HARROLD, Infant Welfare Centre, Newland.

Newton-le-Willows, Lancs.—Miss F. B. JONES, Public Library, Crown Lane East.

North Cheshire—Miss ATHERTON, T.C.D., Sale. Rotherham—Miss R. E. CHALLINER, T.D., C.O., Howard-st.

Sunderland—Miss M. WOOD, 1, Melvyn Garden, Swindon—Miss M. HURTOLE, T. (Rates) D., C.O. Thorne—Mrs. K. JACKSON, C.O. Wrexham—Miss M. E. THORPE, 94, Rhosnessy Lane, Wrexham—Miss M. E. THORPE, 94, Rhosnessy Lane. (2925).

IS NALGO TOO CHEAP?

HIGHER SUBSCRIPTIONS NEEDED

IN discussing, in the December "Brains Trust," the desirability of full-time branch officers, Mr. Metcalfe said: "The present machine is sound in conception—it only needs more oil. It was one of the disasters of this year's Conference that increased subscriptions were vetoed."

Why doesn't someone do something about it? Take my own case. An appeal to NALGO secured for me a re-grading from £190 max. to £255. I was naturally grateful and expected to have my subscription adjusted, but was told I was all right until my salary exceeded the range £120 to £260, for which the subscription rate is 15s. per annum. This was nice for me, but bad business for NALGO. I don't want to belong to a 3½d. a week union. I used to pay 6d. in a previous organisation, which could not compare with NALGO, and I have a brother who pays 1s. a week. I know now what's wrong with NALGO—it's too cheap! Yet the last Conference turned an increased subscription down.

I understand that the subscription on salaries from £260 to £350 is £1 per annum, from £350 to £450, 25s., and exceeding £450, 30s. It is all too cheap. Why not a simple increase of 5s. per annum on each rate? How can I get next year's Conference to consider it?

Manchester.

"LANGIS."

The simplest way to get Conference to consider it is to persuade your branch to put down a notice of motion, and to induce your district committee to endorse it. We shall welcome the views of other members on this important question.

BOLTON'S GRATITUDE

MR. CHARLTON REPLIES

IT would appear desirable that I should reply to the criticisms of Mr. Young, of the Kent C.C. branch, in the December journal.

I am somewhat surprised to learn that, in my speech at Conference on the subscription issue, I "roundly castigated" the N.E.C. That was certainly not my intention. I have the clearest possible recollection of the observations I saw fit to make; their sole purpose was to impress upon Conference my deep conviction, shared by my district committee, but based in particular upon my experience as the secretary of a branch with a four-figure membership, that the increased subscription proposals (which many regard as inevitable after the war) were premature.

This argument I sought to develop along two lines: (1) that "rightly or wrongly, the view of the general membership of the Association is that the present subscriptions represent a fair return for the services rendered by NALGO," and that any increases at the present time would be quite unacceptable; and (2) that, in any case, the proposals for additional organising staff, so eminently desirable when normal times return, and for which the increased income was particularly required, could not be carried out at the present time.

Under (1) I tried to cite certain much-needed reforms to which I urged the N.E.C. to continue to direct its attention, in order that, by the end of hostilities, our members would be prepared, as they are certainly not prepared now, to accept the increases which might very well have to be imposed upon them. Probably the most important achievement to this end would be compulsory Whitleyism, or at least to secure that recommendations of Whitley Councils are as well received, and as promptly acted upon, when they refer to officers as when they apply to workmen.

I believe that NALGO's success in the "Bolton Case" has carried us a definite step forward in this direction, and the status of the Association, especially in the eyes of our own members, has undoubtedly been greatly enhanced. I hope, however, that Mr. Young will

not think of me as an inactive critic. On this issue alone, the Bolton & District branch officers, in co-operation with our divisional secretary, have done a tremendous amount of spadework over a period of three years, and in every other possible way are seeking to make NALGO a stronger instrument for

in local government, while the increased overheads, in the shape of rates, will produce an unpleasant reaction from the very "member of the public" whose goodwill is being so earnestly sought.

Do "C. P." and others like him, who have spent a number of years learning one job, expect to take a vastly different one in their stride? I grant him his experience, twenty-three years in the commercial world. If he had had less he might be more adaptable to local government, whereas it appears he would prefer that local government be adapted to him.

"SUFFERING."

READERS' FORUM

Letters for the February journal must reach the Editor, 27, Abingdon Street, Westminster, London, S.W.1, by January 19.

the advancement of the interests of the local government service.

Finally, Mr. Young may be interested to learn that, even if the North-Western district should mistakenly assume that the increased subscriptions are now a practical proposition, his suggestion for next Conference has no possibility of detailed fulfilment, as the responsibility of representing the district at our annual assembly has already passed to more capable hands.

H. CHARLTON,
Bolton & District Branch. Hon. Sec.

THE "TEMPORARY'S" PART

"LOYAL AND EFFICIENT?"

THE members of my branch strongly disapprove the tone of the letter from Mr. W. L. Kay on the staffing problem in the November journal.

In our experience, temporary officers have been loyal and efficient, and have done a thoroughly good job in difficult circumstances.

To-day, and for years past, local authorities are doing and have done work entirely foreign to their usual occasions. Both permanent and temporary staff have had to learn new work by doing it. The business experience of members of the temporary staff has proved useful, and we suggest that some permanent officers have learned and profited from it.

It is true that we have reached the limit where further removal of key-men is undesirable, but if the war effort demands it they will have to go.

The instance quoted by Mr. Kay is irrelevant. Sanitary inspectors, the officers concerned with food inspection, have been fully reserved from the beginning of the war, and no amount of inspection will make up for shortage of labour and strained transport leading to delay (over which local authorities have no control), which is the root reason why the milk goes sour.

ALBERT E. BROWN,
Friern Barnet branch. Hon. Sec.

"VERIEST TYRANT"

IN his article, "A 'Temporary' Hits Back" in the December journal, "C. P." has raised just those points which I would have selected as weaknesses. He complains of *feeling* that he is only temporary, and of the absence of grading and regular increments. Does he realise that the "temporary," whilst able, in some cases, to carry out some duties satisfactorily, is the veriest tyro with respect to the greater part of his job; that he is often paid at a higher rate than the officer whose place he is taking, but whose job he is only learning; that if he really puts his back into it he may, after a few years, just begin to give value for money?

"C. P.'s" comparison of local government with commercial employment is unfortunate. Customers have only a temporary connection with a profit-making firm, whereas ratepayers are shareholders in the public liability that is local government. By all means chase every "member of the public" with all the push of modern business, but push costs time and money, and there are no profits

YOUTH SECTIONS WANTED

"NEW LIFE INTO NALGO"

MAY I—as a junior officer who hopes to return to local government in the not-too-distant future—support the very cheering article by the chairman of the Glasgow Youth Section in the November journal?

During the 3½ years, before my call-up, when I was an employee of one of the larger local authorities, I prided myself that I had recognised that NALGO was the association that would be of the most value to me in my career. But I appeared to be in a minority, at least amongst the junior staff.

It is often urged that youth should be given a bigger share in national government for the obvious reason that, if a country's affairs are mismanaged, it is its youth that will bear the biggest burden. Similarly, if relations between staff and employers are allowed to deteriorate, the youngest entrants to the service are most likely to suffer.

A strong youth section in each NALGO branch would put new life into the movement. We juniors would be prepared to do our share of committee work and to try our hands at organisation. Naturally, the youth side would expect a little more from their association than their older colleagues. We like to meet each other socially as well as officially, and a youth section should soon prove itself capable of organising, under happier conditions, dances, concerts, and rambles. I have no doubt that such social amenities would provide an incentive for new entrants to join NALGO. Youth committees, too, would be able to handle the all-important matter of post-entry training and spare-time education.

It is to be hoped that the N.E.C. will soon "wake up" to the importance of keeping NALGO alive and prosperous by extending a more welcoming hand to the junior officer.

D. H. ISGROVE,
(ex-L.C.C., Social Welfare).

WOMEN'S DEMANDS

CREATING NEW SPECIES?

IN her article "Women Can Win Their Demands," in the December journal, Miss G. S. Mitchell questions the sincerity of men when they are polite, and begs them to be "honest" in their attitude to women who demand "equality." Very shrewdly she has guessed that men, at conferences, use politeness as a cloak to cover their insincerity—and she has apparently discovered that men are usually most polite to women whose views they dislike, are occasionally impolite to women they admire, and sometimes positively rude to women they love.

Is not "honesty" of male opinion the last thing women who attend conferences wish to hear? And, to be honest, isn't all this clamour by militant women somewhat selfishly one-sided? I have yet to hear a clamorous spinster championing the rights of a mother to be considered worthy of adequate remuneration.

See what has happened since a number of foolish females put chains upon themselves outside the House of Commons! Many men

(Continued on page 278)

We must get an even QUICKER TURNROUND



How many people appreciate, as every transport worker does, just how disastrous disorganised transport can be? Some users of transport often fail to see transport as a whole and how a smooth running system is essential in war.

They often don't realise that a few hours wasted daily in loading and unloading add up to a tremendous national total of precious wasted journey-time.

This winter the Government is asking all goods transport users to aim at saving at least 10 minutes in each hour of standstill time. How that is to be done is up to the individual transport user. Perhaps a little more care in notifying consignments—a little extra preparation for the quicker reception of goods—each one knows his own problem best. And if each of the thousands of goods transport users tackles his problem, the result will be a mighty contribution to Transport—the Nation's key service.



Issued by the Ministry of War Transport

READERS' FORUM

(Continued from page 276)

and women who should have been linked in marriage have remained unlinked. Many who have been so linked, have preferred the small car to the large pram. Juvenile delinquency has increased. Thousands of eligible young men have been slaughtered in two major wars.

This fight for so-called "equality" between the sexes will leave men cold, and warm-hearted women will be advised to consider its effect upon the female character. Already the sweet, lovable, marriageable type of girl is fast giving place to a new species—females who are not only uncertain, coy, and hard to please, but who possess every ability except "marriageability."

To any sweet young maidens in local government service who still do possess something of the old-fashioned naturalness which causes them to dream (but not in office hours) of love, marriage, babies, and all such worthwhile joys, I offer this advice: Do not listen to frustrated, frigid, females who clamour for "equality," or they will lead you up the garden path, not to love in a cottage, but to a bleak house in which there will be order and efficiency, but no husband to drop ash on the floor, and no piles of napkins to iron. If you have a golden voice, use it to raise the status of motherhood and family life. Then, maybe, men will bless you and all the good things you desire shall be added unto you.

Ashford. FRANK E. KNIGHT.

COMPULSORY VOTING

Right to Abstain Essential

MANY queer things are said and done in the name of democracy, but in an article purporting to deal with post-war reconstruction—as does Mr. Bell's in the November journal—it is saddening to find the ancient red herring of compulsory voting dragged out again. Surely in the fifth decade of the 20th century it should be generally accepted that the citizen's right and privilege of exercising the vote carries with it the right to abstain from voting?

As an example, suppose two candidates offer themselves for my suffrage: with the politics of one I disagree violently; the other I know to be a fool. Where is the democracy in compelling me to vote for either?

Remember, too, the thirty-five per cent (approximately) of our people who have no definite party ties, and exercise (or refrain from exercising) their votes at any particular election in accordance with their considered opinions on the requirements of the country (or county, or city, or district) at the time, and on the stated policies of the parties or candidates for dealing with those requirements.

There is a solution, of course. Compulsory voting can be considered democratic on one, and only one, condition. The opportunity must be given to citizens to vote *against* any or *all* candidates. So long as this is not done, the citizen must retain his right to withhold his vote.

Education Offices, R. WILGOOSE.
Leeds.

THE BEVERIDGE REPORT

Wholehearted Support Urged

The first reactions of the local government officer to the Beveridge Report will be (1) a realisation that the proposals, if put into effect, will affect him deeply both as a citizen and as a servant of his local authority; and (2) that there is an extraordinary (and very thoroughly organised) campaign on the part of certain vested interests to torpedo the

(Continued at foot of next column)

"BRADFORD CASE" SETTLED

Mr. Dracup Resumes His NALGO Offices

THE "Bradford case," reported at length in recent numbers of LOCAL GOVERNMENT SERVICE, has at last had a happy ending.

Members will recall that, shortly after his election to the National Executive Council a year ago, Mr. Norman Dracup, former chairman and vice-president of the Bradford branch, was informed by the city treasurer, on the instructions of the chairman and vice-chairman of the corporation's finance committee, that, unless he resigned all his offices in NALGO, he would be relieved of certain confidential duties he performed in the superannuation, salaries, and service conditions section of the finance department.

This interference with the legitimate rights of a member was taken up by the Bradford branch and by certain members of the city council, a committee of inquiry was appointed and, after several lengthy debates, the council passed a resolution granting "full freedom and right to its employees to elect, under reasonable conditions, representatives to such organisations as are recognised agencies for the protection of their interests . . .".

It was not clear at first how far this resolution applied to the position of Mr. Dracup, and the city council did not give a definite reply to specific questions on the point. In these circumstances, the divisional secretary approached the city treasurer as the chief officer of the department directly concerned, seeking a definite interpretation.

The divisional secretary was invited to meet the chairman and deputy chairman of the finance committee, with the city treasurer, and as a result of that meeting Mr. Dracup was advised to resume his membership of the National Executive Council, the Yorkshire district committee, and the staff side of the Yorkshire provincial Whitley council. Mr. Dracup has acted on that advice.

It was agreed that, in view of Mr. Dracup's previous offer to relinquish the chairmanship of the Bradford branch executive committee, his resumption of that office should not be pressed for. We feel sure that Bradford city council will recognise the justice and fairness of these arrangements and deplore, with us, the unnecessary waste of time that this case has caused.

We trust also that the future relationship between the Association and the corporation will be based on mutual understanding and confidence.

(Continued from preceding column)

scheme before it has a chance to reach the Statute Book.

As regards (1) it is clear that each officer should study the Report in detail and be able to suggest solutions to problems which might arise in connection with his particular department of local government. As to (2) I suggest that NALGO must give every ounce of its strength to supporting the Report in principle, being careful at the same time that any criticism of detail is not allowed to assist those who would like to see the whole Report scrapped.

May I suggest meantime that a page (or two) of the Journal be set aside monthly as a forum for discussion of the Report by members.

Glasgow. A. L.
As this month's leading article indicates, the N.E.C. has approved in advance, by submitting very similar proposals, the major part of Sir William Beveridge's plan, and we feel confident, therefore, that the Report will receive the full support of the Association. We shall be happy, as far as space allows, to publish the views of members upon it.

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HOW NALGO HELPS ITS MEMBERS

Dismissed Officer Reinstated

THE value of NALGO's support of its members is illustrated by two recent cases taken up by the Association. The first is that of a gas engineer and manager, who, after an impeccable record of 39 years in the gas industry, for the last 16 of which he had been chief officer to an important urban district council, received notice terminating his employment on the grounds that the council had "lost confidence" in him because of certain monetary irregularities. These "irregularities" amounted to no more than an admitted oversight—the temporary dislaying of two small payments at a time when the engineer was working almost day and night supervising the erection of new plant.

Fortunately, the undertaking was scheduled under the Essential Work (General Provisions) Order, and, after the national service officer had given permission for his dismissal, the engineer put his case in NALGO's hands. Representations were immediately made to the regional controller of the Ministry of Labour, and an appeal was lodged.

At the hearing before the local appeal board, the engineer was represented by the NALGO assistant divisional secretary, and the authority by the clerk and members of the council. Attempts were made on behalf of the authority to support the contention that the engineer was not "a fit and proper person" to remain in its service, but under cross-examination it was admitted that there was no suggestion of more than negligence on his part. NALGO's officer then explained the extenuating circumstances and urged that dismissal was far too drastic a punishment for so trivial an offence.

The appeal board accepted this plea, recommended the national service officer to rescind his permission, and the engineer was reinstated.

The second example is provided by the

result of a public inquiry held in a northern town following an application made by the corporation to the Ministry of Health for sanction to terminate the appointment of the medical officer of health.

In response to an application from the

WITHOUT COMMENT

WE publish without comment the following extracts from a letter received by a branch secretary from a colleague serving in Malta,

Dear George,—You may remember that several times before the war you approached me with regard to making me a member of NALGO, and I promised several times to become a member... but something intervened and I joined-up without doing so.

I have recently met another "NALGOite" out here, and he has given me the July copy of "Local Government Service".... After reading that (which you may remember contains an account of the annual conference), I felt I could not delay any longer, but that I should write to you to find out whether it is possible for me to join NALGO whilst I am out here.... I am only sorry that I didn't do so before when I see what NALGO is doing for its members—even the absent ones. Further, I feel that it will be in my own interests to become a member in the event of any difficulties or disputes arising on my return....

medical officer for legal assistance, the Association instructed a local solicitor to appear on his behalf. The inquiry, which was conducted by Lord Amulree, lasted a week, 18 witnesses being called for the corporation and 31 for the medical officer.

As a result of the inquiry, the Minister has informed the corporation that he is not prepared to sanction the termination of the medical officer's appointment.

"Rise" for Supplementary Teachers

SIXTY-FIVE supplementary teachers in Carmarthenshire have reason to be grateful for their membership of NALGO, which has just secured for them salary and bonus increases averaging £45 a year.

Supplementary teachers are the former pupil teachers who remained at school after reaching school-leaving age. Lacking either matriculation or school-leaving certificate, they cannot be classified as uncertificated teachers, and, since they are not covered by the Burnham scales or the Teachers' Superannuation Acts, they are ineligible for membership of the National Union of Teachers.

They do, however, come within the definition of local government officers in the Local Government Superannuation Act, 1937, and are thus eligible for NALGO membership. The Carmarthenshire branch has recruited a majority of the supplementary teachers in the county.

Since 1921, these teachers have enjoyed (1) a scale of £60 + 5 — £90, with an additional increment of £10 to £100 after 15 years' service and a final increment of £5 after 20 years' service. Sixty-two out of the 65 had reached the maximum of £105, and the remaining three were due to do so within the next 12 months. A cost-of-living bonus of six per cent raised the total remuneration to £111 6s. 0d and £106 respectively.

In response to a request from a general meeting of the supplementary teachers, endorsed by the branch, the divisional officer applied on their behalf to the Carmarthenshire education committee for

(a) A fixed basic salary of £150 from April 1, last;

(b) A bonus at the rate of £19 10s. p. a. for the period April 1 to June 30, 1942;

(c) A bonus of £36 p.a. from July 1, 1942.

In support of the application it was urged that, after a lifetime's service to education, these teachers should receive a reasonably generous increase in salary as compensation for their low standards over recent years and to provide them with a better superannuation allowance; in the past they have received very meagre pensions, approaching the scale of public assistance relief.

The education committee agreed to a basic salary of £120 p.a. from April 1 last and granted paragraphs (b) and (c) of NALGO's application, at a cost of about £2,900 p.a.

It is hoped that this gratifying result will induce the few supplementary teachers in Carmarthenshire who are still not members of NALGO to join the Association.

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L.G.S. 118

SINCE the joint industrial council failed at its meeting on November 27 to reach agreement on the claim of the staff side to a flat-rate cost-of-living bonus, the staff side informed the employers' side that it proposed to report a dispute to the Minister of Labour under the Conditions of Employment and National Arbitration Order. This does not, of course, involve immediate reference of the dispute to the National Arbitration Tribunal, since the Minister has power to refer the question again to the joint industrial council in the hope that a settlement will be reached. A further meeting of the J.I.C. was held at the end of December, after this issue had gone to press.

Nurses' Salaries Committee

The nurses' salaries committee under the chairmanship of Professor T. M. Taylor (Aberdeen) has agreed on the salary scales it will recommend for probationers, staff nurses, ward sisters, midwives, health visitors, and district nurses. Scales for sister tutors, assistant matrons, and matrons are still under consideration. Although the proposals of the committee are likely to be influenced by those of the Rushcliffe committee which has been considering scales for English nurses, the Taylor committee has expressed the opinion that Scotland should not be "dragged at the tail of England."

At a meeting of the Scottish District Committee on December 5, Mr. R. Adams (Edinburgh) was re-elected chairman and Mr. S. H. Brodie (Glasgow) was re-elected vice-chairman. Mr. J. M. Anderson continues as hon. secretary

and Mr. D. Galbraith as hon. treasurer. The district committee decided to resuscitate the standing committees and appointed the following conveners: Law and Parliamentary, Mr. James Brown (Lanarkshire); Education, Mr. Peter Pettigrew (Glasgow); Propaganda, Mr. T. Spence (Dumbartonshire); B. & O. Fund, Mr. S. H. Brodie (Glasgow).

Miss Hilda M. Monaghan (Dumbartonshire) is to be convener of the women's committee.

The executive committee will consist of the chairman, vice-chairman, conveners of standing committees, and the following five members elected at annual meeting: Messrs. A. J. McIntosh (Aberdeen), R. C. Monteath (Dumbartonshire), J. Penny (Dundee), J. Easton Smail (Stirlingshire), and T. Stewart (Inverness).

The following representatives to the Joint

Industrial Council were re-elected: Messrs. R. Adams (Edinburgh), S. H. Brodie, J. Brown, J. Penny, T. Spence, and the divisional secretary, with Messrs. D. Galbraith and J. Easton Smail as reserves.

A resolution of the national executive council urging the Scottish district committee to apply for representation on the staff side of the joint industrial council on a strict membership basis was considered, and a report setting out the views of the district committee was approved for submission to the N.E.C.

Service Conditions

Improvements in salary scales, service conditions, and grading have been raised with Lanarkshire, Caithness, and Renfrewshire county councils, the corporations of Aberdeen, Glasgow, Edinburgh, and Dundee, and Ayr town council. Ayrshire county council has prepared proposals for new salary scales and has agreed to consult N A L G O upon them.

Gratitude Spurs B. & O. Fund Gifts

THIS month's finest gesture for the Benevolent and Orphan Fund comes from Penrith, which has sent £14 14s., "being the amount contributed by every member of the staff as a small token of their appreciation of the work done by N A L G O in regard to making up of service pay and cost of living bonuses." The secretary adds that, as a result of N A L G O's successes "we now have 100 per cent membership of the Association and of the B. and O. Fund." The Association has secured war service pay for branches representing more than 100,000 members and

bonuses for 93,000. What about more following Penrith's example?

Another fine example comes from the same part of the world. Cumberland branch has sent £25 from its cash balance to the Fund. What about that, you treasurers of branches with nice little nest-eggs tucked away?

Yet another branch, Grimsby, has secured a share of the rake-off on Sunday cinemas' compulsory contribution to charities, and sends a further £5 5s. from this useful source.

Among many other recent contributions may be mentioned £132 from Walthamstow—the profit from "various special activities" during the year; £30 from North Riding branch, result of a dance; £4 15s. raised by Bromley by raffling a cake and groceries (not rationed, we trust), and special donations from Islington, the Maidstone, Malling and Hollingbourne branch, and Winchester.

Application

When a kindness has been rendered that has saved the recipient many months of anxiety it is difficult to find words to express one's thanks; a position I find myself in at the moment. If in the words "I thank you," you and those who have been the channel of that kindness can read untold gratitude, I shall have succeeded in conveying all that I feel:

The above is from a letter from a member who was sent £10 from the Fund to assist him over a difficult period. He was off duty for several months owing to a foot affliction and his salary was reduced by half, leaving him only 15s. a week to feed and clothe himself, his wife, and his daughter, and causing him to fall into arrears with his rent.

Around the District Committees

SHORTAGE of space prevents more than summary reports of the annual meetings of district committees, of which we have had news of three this month:

South Western—After Mr. P. M. Cole had referred to the disabilities imposed on local government officers who had to undertake "voluntary" civil defence duties, and notably the difference in compensation for "war injuries" and "war service injuries," the problem was referred to the N.E.C. The divisional officer reported on progress during the year and thanked branch and district officers for their support: 49 authorities were now constituent members of the South Western provincial council. Dissatisfaction was expressed at what was alleged to be inadequate representation of smaller authorities on the N A L G O reconstruction committee—a circumstance which, it was held, might militate against an effective report—and it was decided to ask the N.E.C. to submit the com-

mittee's report to district committees for their observations, before it was published.

Southern—Reporting an improvement in salaries and service conditions, the divisional officer pointed out that practically all authorities along the south coast were members of the South Midlands provincial council and had adopted its grading and bonus schemes. Reading branch submitted a notice of motion urging that an independent legal opinion be obtained upon the referendum on affiliation to the T.U.C.

Eastern—At the award of the Eastern B. and O. Fund Cups, the Norwich cup went to Billericay, with an average subscription of 6s. 5½d. per head, and the Southend-on-Sea cup to the Essex Rivers Catchment Board, with an average of 6s. 8d. The award of the Norfolk cup was deferred to the March meeting. It was agreed to make a grant of £30 to the Fund and to shoulder future administrative expenses in the district.

Widow's Pension Liable to Death Duty

A CONTRIBUTORY employee under the Superannuation Act of 1937, who, on ceasing to be employed, becomes entitled to a superannuation allowance because he has either (1) attained the age of 60 years and completed 40 years' service, or (2) attained the age of 65 years and completed 10 years' service, may surrender a part of such allowance, not exceeding one-third, to provide a pension for his wife if she survives him. The Local Government Superannuation (Surrender of Superannuation Allowance) Rules, 1938, and the Allocation Tables prepared by the Government Actuary can be bought through any bookseller for 3d. Attention is particularly directed to the fact that the Rules provide that the employee must notify the superannuating authority of his desire to surrender a part of his superannuation allowance "not less than one month nor more than two months before the date of ceasing to be employed."

The following letter, dated September 9, 1942, from the Estate Duty Office, Inland Revenue, will be of interest to every contributory employee under the Superannuation Act of 1937, who proposed to surrender part of the superannuation allowance to which he will become entitled on retirement on either of the grounds mentioned above to provide a pension for his widow:

"It is impracticable to state what death duties will become payable on the death of a living person, as the liability to such duties must necessarily depend on the circumstances existing at the death and on the law then in force.

"As the law now stands, however, estate duty will be payable on your death in respect of the pension to which your wife will become entitled if she survives you. The claim will arise under section 2(1) (d) of the Finance Act, 1894, which taxes any annuity or other interest purchased or provided by a deceased person, either by himself alone or in concert or by arrangement with any other person, to the extent of the beneficial interest accruing or arising on his death. The value of the

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YORKSHIRE

Beverley R.D. has graded its staff in accordance with the provincial council scales.

Denby Dale and Selby U.D. have become constituent members of the Yorkshire provincial council; Selby is to grade members of the staff in accordance with the recommended scales of salaries.

FIRST-AID FOR THE TEMPORARY

Hundreds of temporary officers now entering this or that branch of the local government service know very little of its organisation, of its structure, of the scope of its activities. Few of the permanent officers with whom they work have the time to enlighten them. Should they seek a book on the subject they will probably be handed a bundle of weighty and technical volumes the reading of which—should they get so far—may well leave them more bewildered than they were before.

For such we can warmly recommend "The A.B.C. of Local Government" by C. Kent Wright, town clerk of Stoke Newington (and "Hyperion"), published by Evans Bros., Ltd., at 4s. 6d. Bright and interesting, it provides the ideal simple survey of local government for the beginner—and is an admirable "refresher" for the more experienced officer, or for the officer called on to give talks and lectures on local government. For every copy bought through NALGO the publishers are giving 1s. to the Benevolent and Orphan Fund. So write today for your copy to NALGO Centre, Croyde, Braunton, N. Devon.

Spennymoor U.D. has established a local joint committee.

Wakefield C.B. has increased the salaries scales for juniors, which were on the Whitley council standard, by £10 p.a. as a war-time measure.

NORTH EASTERN

The following applications by the divisional officer have been granted:

Crook and Willington U.D.—Salary of the chief financial officer increased by £50 p.a.

Hebburn U.D.—The maxima of grades A and B of the provincial council scales increased to £240 (men) and £150 (women) and the remaining scales adopted in full.

South Shields C.B. has adopted, with few exceptions, NALGO's recommendations for the regrading of its officers and has adopted the following improved salary scales for nurses:

Probationers—£40 + 5—£60
Staff nurses—£90 + 5—£100; £95 + 5—£105
Sisters—£110 + 5—£130
Theatre sisters—£120 + 5—£140
Home sister, sister tutor, and night sister—£150 + 10—£180.
Maternity sister—£160 + 10—£200
Assistant matron—£230
Matron—£300

Stanley U.D.—Salary of housing manager increased by £20 p.a.

Washington U.D.—Provincial council scales adopted in principle; regrading referred to local joint committee.

West Hartlepool C.B.—provincial council scales A and B. (A special committee is to consider the regrading of all other officers in the higher scales.)

Whickham U.D. has agreed to join the North Eastern provincial council.

SOUTHERN

Fareham U.D. has decided to become a constituent member of the South Midlands provincial council and has adopted the provincial council's salary scales and cost of living bonus.

Hartley Wintney R.D. has adopted sick pay regulations identical with those of the North Metropolitan district council.

SOUTH WESTERN

Cheltenham B. has graded its staff within the scales of the South Western provincial council.

Dursley R.D. has adopted the scales of salaries and bonus recommended by the South Western provincial council.

Falmouth B. has adopted a grading scheme submitted by the divisional officer based upon the South Western provincial council scales.

St. Ives B. and Marlborough & Ramsbury R.D. have decided to become constituent members of the South Western provincial council.

SOUTH WALES AND MONMOUTHSHIRE.

Aberdare U.D.C. has agreed to the reference to the provincial council of nearly 20 cases of grading, upon which the local joint committee had failed to agree.

Breconshire C.C. and Newport (Mon.) C.B. have agreed to the establishment of joint committees.

Carmarthen B. has adopted, with slight variation, the grading scheme submitted by the South Wales provincial council.

Cwmaman U.D.C., Tregaron R.D.C., Pontypridd and Rhondda Joint Water Board have adopted the provincial council's salary scale 1, which has also been approved in principle by Ebbw Vale U.D.C. and the Mid-Glamorgan Water Board.

Cwmbran U.D.C. has agreed to grant Grade D—£260 + 10(4)—£300—of the provincial council's scale 1

to an officer from September 4, 1942, involving an increase of £32 10s.

Glamorgan C.C. has adopted the following new scales of motor car allowances:

Not exceeding 8 h.p.—£40 p.a. plus 2d. per mile;

8-10 h.p.—£50 p.a. plus 2½d. per mile;

Over 10 h.p.—£60 p.a. plus 2½d. per mile.

Pembrokeshire C.C. has adopted retrospectively from April 1, 1942, the following new scales of motor car allowances:

£15 p.a. to certain chief officers in addition to their existing allowance of 4½d. per mile for the first 5,000 miles and 3½d. per mile thereafter.

NALGO BUILDING SOCIETY

War Damage Contributions

Members are reminded that, subject to certain exceptions, mortgagors may claim from the society a refund of part of the war damage contributions on their properties which were payable on July 1 last. Those who have not already made claims on the society are advised to do so. The collector of taxes' receipt should be forwarded as evidence that the contribution has been paid, and it will greatly assist Headquarters if the mortgage account number is clearly stated.

Some mortgagors have not yet claimed in respect of their 1941 contributions. They should write to Headquarters for questionnaire W.D.A.2, on completion of which their claims will be dealt with.

£30 p.a. to all other officers, in addition to their existing allowance of 3½d. per mile for the first 5,000 miles and 2½d. per mile thereafter.

Cost of Living Unchanged

The Ministry of Labour cost-of-living index stood unchanged last month at 200—29 per cent above pre-war level.

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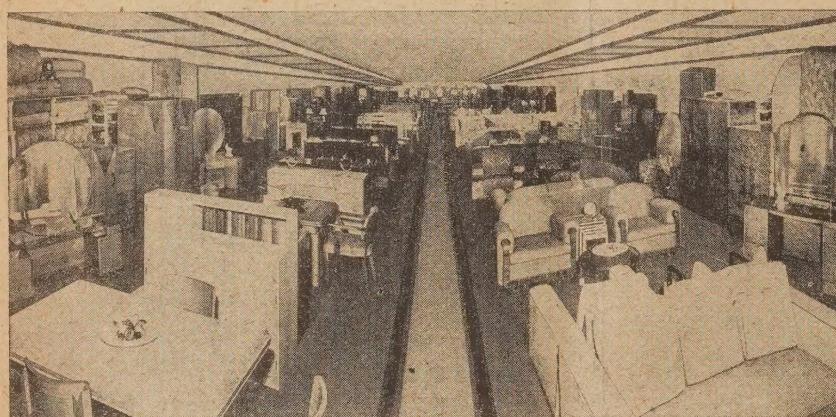
Many local government officers serving in the Forces or still in their civilian jobs are preparing themselves for the rich opportunities that should be available after the war by taking the correspondence courses of the NALGO Correspondence Institute. A prospectus of the courses—which cover practically every branch of local government—will be gladly supplied by the Education Department, NALGO Centre, Croyde, Braunton, N. Devon.

Obituary

We regret to announce the death of Mr. John Bradley Windle, rate collector at Paddington and a member of the Paddington branch since its inception.

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